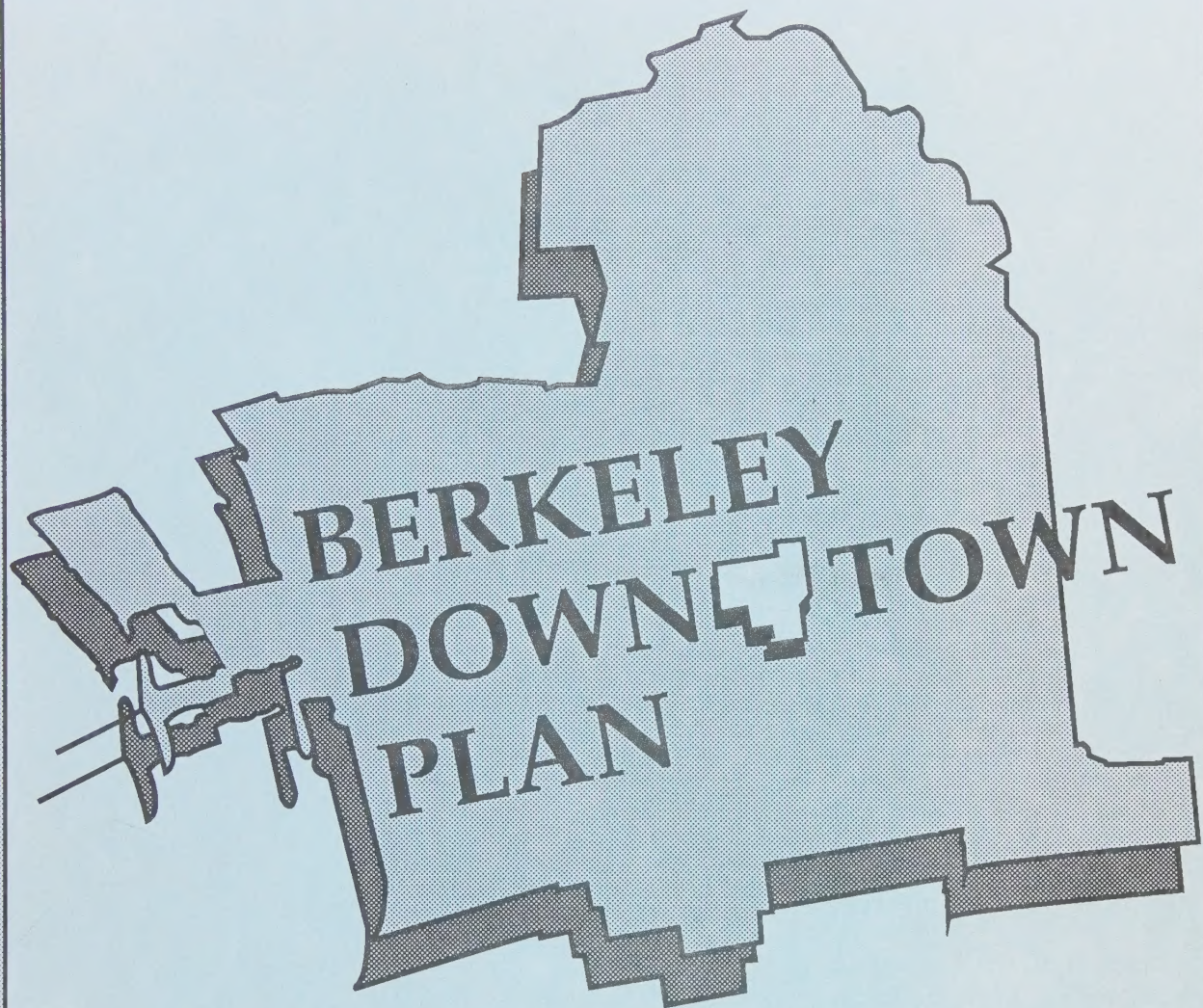


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**BERKELEY
DOWNTOWN
PLAN**

This Plan was adopted as an amendment to the City of Berkeley
General Plan on November 27, 1990.

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INTRODUCTION

This draft of the Berkeley Downtown Plan is based on the work of the Downtown Plan Committee, which met regularly for three years, from the fall of 1984 to the fall of 1987. In September 1987 the Planning Commission gave staff direction for preparing a draft document, for review by the public and the environmental consultant. The draft plan was a recommendation from staff, based on direction from the Commission, the work of the committee, and staff's analysis of conditions, trends, and issues.

Following authorization by the Planning Commission and City Council, in 1988, the environmental and public review of that document began. An Environmental Impact Report was prepared by the consultants hired by the City of Berkeley, Mundie & Associates, and was circulated along with the draft plan for comment during the Spring and Summer of 1989. Following public hearings and a review by the Planning Commission, the Commission made a series of revisions to the draft plan. These revisions followed the recommendations and mitigation measures outlined in the EIR and the testimony of interested citizens before the Commission. The Plan was formally revised and submitted in 1990 for public hearing and final action by the Planning Commission and the City Council.

CONTENTS AND ORGANIZATION

The Downtown Plan contains a Summary, seven elements, an Implementation section, and Appendices containing Standard Conditions for all Projects in the Downtown, as well as background information. The seven elements are:

1. Historic Preservation and Urban Design
2. Social/Cultural
3. Environmental Quality
4. Economic
5. Transportation and Circulation
6. University of California
7. Land Use

Each element contains four parts: a strategic statement indicating the main approach for that element; a summary of conditions, trends, and issues; objectives and policies; and programs. The Implementation section describes the programs needed to carry out the objectives and policies of each element.

How to Use This Document

The Summary sets forth the three goals which shape the objectives, policies, and programs of the plan:

- Goal 1: Express and enhance Berkeley's unique social and cultural character in the Downtown.**
- Goal 2: Create an appealing and safe Downtown environment, with a comfortable pedestrian orientation.**
- Goal 3: Diversify, revitalize, and promote the Downtown economy.**

In each element, following the Strategic Statement, the background section describes the main conditions, trends, and issues which provide a rationale for the recommendations. Following are objectives, the major policy directions for the element, under which more specific policies are summarized. The programs in each element would implement all the objectives and policies. The programs include ordinance and regulatory changes, other public and private activities, short-range capital improvements, and long-range capital improvements. The responsibility for and cost of and/or source of funding for each program are described where available.

The Implementation section contains a table summarizing each program, and assigning a priority: those that the City or other organization can start immediately to be in place within one year; those that can be accomplished within a five-year period; and those that will require ten years or longer to complete. The Implementation section also describes the sequence of events required to carry out the programs in the major categories: ordinance and other regulations, immediate public improvements and programs, immediate programs by other organizations, intermediate-range public/private projects, and long-range projects.

PLAN SUMMARY

The Berkeley Downtown Plan seeks to establish the Downtown as a compact, economically vital historic city center with a defined core area and transition zones buffering residential neighborhoods. The plan respects the City's values for protecting its historic character, cultural diversity, social equity, and human scale of development, while improving economic vitality and the physical environment.

The Downtown Plan represents a commitment by the City to take necessary first steps that will enable the private sector and other public agencies to participate in carrying out the plan. For example, cooperative partnership relationships will be necessary between the City and Downtown merchants to carry out the Main Street program for adaptive economic reuse, historic preservation, and transportation systems management. Joint efforts between the City and the University are required to manage growth in accordance with infrastructure capacity, to provide student housing, and to establish a University presence Downtown. Cooperation between the City and other public agencies will be necessary to improve the Civic Center area and the BART Plaza, and to expand cultural programs.

Downtown Berkeley covers approximately 79 acres, in the area generally west of the University of California Campus and south of University Avenue, focusing on the BART Station at Center and Shattuck. (See Figure 1). The Downtown contains approximately 3.8 million square feet of floor space, of which 1,345,000 square feet are office space, 404,000 square feet are institutional including government space, 801,000 are retail use, 90,000 are in auto related uses, 228,000 square feet are services and 435,000 square feet are residential. It functions primarily as a center of major institutions and government agencies, retail, office, cultural and entertainment activities, and to a lesser extent, housing.

The plan sets forth objectives, policies, and programs to fulfill the three major goals for Downtown.

GOAL 1: EXPRESS AND ENHANCE BERKELEY'S UNIQUE SOCIAL AND CULTURAL CHARACTER IN THE DOWNTOWN.

Historic Preservation: The plan encourages adaptive reuse of existing buildings, to encourage economic revitalization while preserving Downtown's early 20th Century historic character. Special design guidelines would insure that new construction enhances this character. Recommended financing and incentive programs would aid property owners to restore Downtown structures.

Cultural Activities: The plan calls for street fairs, art festivals, and additional space for cultural and entertainment activities.

University of California Presence: A University historical museum, ticket offices, information centers, and University events would express the positive presence of the campus within the Downtown.

Housing: Housing in Downtown would help meet an urgent need for the City, and would create an interesting 24-hour environment. Zoning regulations would offer incentives for housing, and the City would seek financial help for residential development and preservation.

GOAL 2: CREATE AN APPEALING AND SAFE DOWNTOWN ENVIRONMENT, WITH A COMFORTABLE PEDESTRIAN ORIENTATION.

Street Improvements: The City and Downtown merchants would improve street furniture, street trees, and clean-up efforts. Changes to traffic control devices would improve pedestrian safety.

Open Space: Major long-range capital improvements, which will require additional sources of funding, include opening Strawberry Creek as an open space feature, improving the Civic Center and park area as a focal point of cultural life, and improving the BART station plaza area.

Safety: The City, merchants, and property owners would support programs to increase police protection and improve safety measures for fire, toxic pollution, and seismic hazards.

Energy: The City, working with merchants and property owners, would establish development guidelines and programs to protect solar access, conserve space heating energy and other uses of energy, and recycle resources.

Growth Management: The City would require that new construction and changes of use mitigate traffic impacts in order to maintain an acceptable level of transportation service in the Downtown. The City would work with the University to assure that campus development respects the City's infrastructure capacity. Developers would be required to offset the public costs of development through mitigation fees.

Zoning Regulations: The City would revise zoning regulations to encourage desired uses Downtown. Height limits would be five stories in the core area and three stories in the buffer areas, to assure harmony with Downtown's historic character. There would be some height bonuses to create incentives for housing, cultural facilities and retail use, depending upon the area.

GOAL 3: DIVERSIFY, REVITALIZE AND PROMOTE THE DOWNTOWN ECONOMY.

Main Street Program: The City would encourage merchants to establish a Main Street Program, which provides for coordinated management, improvement, and promotion of Downtown as a single retail center, to serve residents, employees, and nearby communities. This program would enable Downtown to preserve and take advantage of its historic character through adaptive reuse of existing structures.

Employment: The City would continue its job training and referral services, to insure jobs for Berkeley residents and skilled employees for Downtown merchants.

Transportation Systems Management: The City would work with employees to establish a program to discourage the use of the single occupant vehicle for commuting, through ridesharing, transit and bicycle use, and work scheduling.

Parking: The City would establish a parking management plan to make more efficient use of existing parking facilities, with preference for short-term parkers (shoppers). Over a longer-range period, additional parking facilities will be required both Downtown and in remote satellite lots.

The Implementation section of the plan summarizes all the programs needed to carry out the objectives and policies of each plan element. The City can initiate some of these programs, such as Zoning Ordinance amendments, immediately after the Plan is adopted. Other programs, such as Main Street and University activities, will be the responsibility of other organizations and agencies, working with the City. Other needed City programs will require some actions to be taken first; for example, it will be necessary for the City to conduct a facade study before it can establish an historic overlay zone that specifies design standards. Other programs, such as uncovering Strawberry Creek, will require a major source of funding that has yet to be identified and obtained. The Implementation section contains cost estimates where possible; in some cases further study will be needed to provide this information.

The Berkeley Downtown Plan provides a long-range guide for the future of the heart of the City. At the same time it describes immediate actions that the City, merchants, and other public agencies can take, to demonstrate commitment to the vitality of Downtown and to establish momentum toward carrying out longer-range improvements.

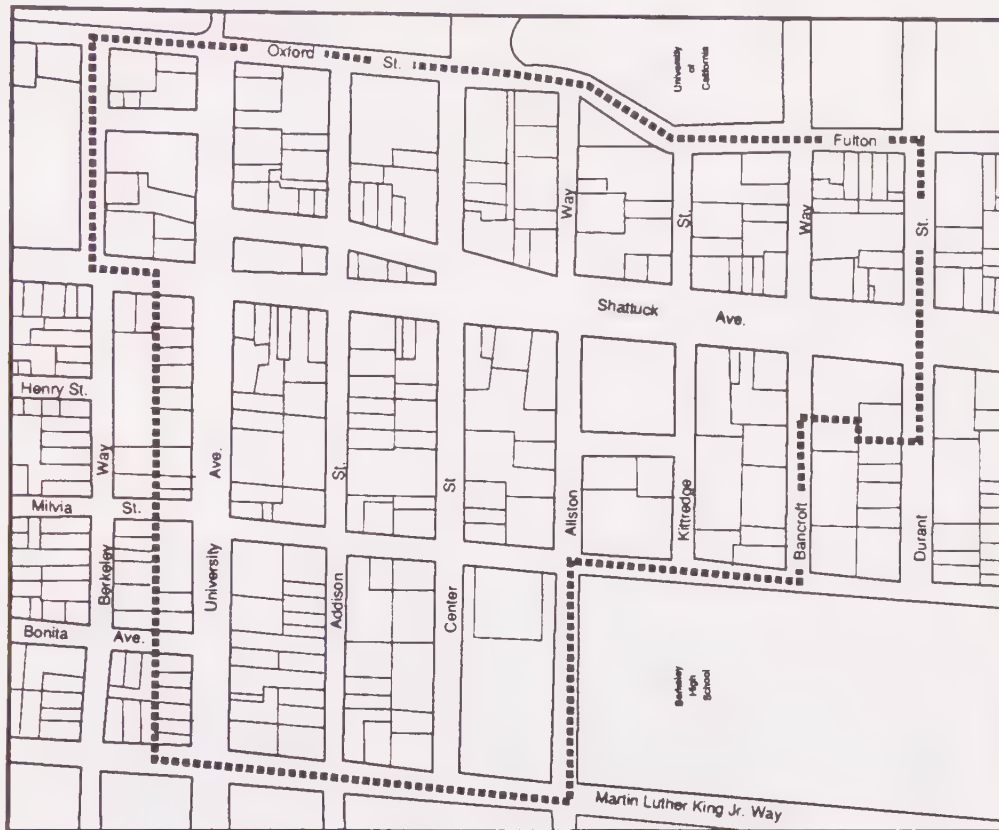


Figure 1

Berkeley Downtown Plan Study Area



1. HISTORIC PRESERVATION AND URBAN DESIGN

A. STRATEGIC STATEMENT

Berkeley has one of the few intact examples of an early 20th Century commercial and residential center of its scale in California. The preservation of its Downtown has social, cultural, environmental, land use, design and economic value. Preservation of buildings in the Downtown helps to retain the sense of scale and history. An historic Downtown can provide a cohesive design theme that can be the key to an attractive, revitalized shopping environment. For example, considerable investment in historic preservation has already been made in the Downtown. The economic success of these projects demonstrates the viability of renovation and historic preservation.

The physical appearance of the Downtown is important to Berkeley citizens. The City has recently adopted and begun to implement design review guidelines for all non-residential districts, including the Downtown. Accordingly, the goals of the Downtown Plan are not limited to controlling the amount of future development and encouraging preservation, but also include influencing the quality of what is constructed. Downtown Plan policies encourage changes in use or renovation of existing structures and establish guidelines to ensure that new buildings make a positive contribution to the scale and texture of Downtown.

Maintaining and improving Downtown's historic character is a key to an overall design concept for the downtown. In addition, there are sub-areas and streetscapes with special characteristics, and individual criteria and regulations address the specific qualities of each. Important views of and from Downtown will be preserved and those areas which are the most vulnerable to change due to potential new development have been identified. The plan also calls for environmental amenities — street trees, rearranging street furniture (newspaper racks, vendors, trash cans), special design treatments for entry corridors, and specific design plans for the Civic Center, Center Street, and parts of Shattuck Avenue.

Historic preservation planning assists in the retention of a community's distinct character and creates a tie with the past that establishes continuity and builds roots. The tangible presence of buildings and sites that speak of other people and other times are a form of history and enable us to chart some of the paths to the present and

future. Historic preservation planning assures the survival of a special sense of place in the community, to make a more harmonious and human environment.

B. BACKGROUND

B.1 HISTORY AND ARCHITECTURE OF DOWNTOWN BERKELEY

Berkeley's Downtown is very rare in California. The central business district was built in the 1870's with intensive development after the turn of the century. After another period of development in the 1920's and 1930's, there has been little change except for street facade remodeling, and small spurts of development in the 1970s and 1980s. While many problems face the Downtown, it is the physical center of the city and retains the traditional attributes that make up a downtown — transportation, affordable housing, daytime and evening vitality, civic and cultural life, government offices and financial activities. Fortunately, Berkeley escaped the massive demolition that devastated so many California cities.

Downtown Berkeley's form and location are the enduring results of transit patterns established in 1878 when Francis Kittredge Shattuck bought a Southern Pacific spur line from Oakland along Adeline Street through his property terminating at Stanford Place — named after Leland Stanford, later to be named Berkeley Square and Shattuck Square. Two streets, Shattuck and University, play major roles in the organization of the Downtown. The extraordinary width of Shattuck Avenue marks the location of the station, freightyards, and tracks. University Avenue was the east-west horsecar route to Ocean View, Berkeley's original and oldest commercial center.

When Berkeley was incorporated in 1878, Shattuck Avenue was already established as the main street. There was a hotel, a handful of shops, a social hall, a railroad station and Shattuck's palatial mansion — located on the site of the present Shattuck Hotel. Shattuck Avenue soon became the civic center as well as the business center, joining Berkeley's early shoreline community of Ocean View with the campus community nestled around the University of California. Today the restaurant, c. 1885, at 2377 Shattuck Avenue, with its false-front facade, is the single surviving structure from the pioneer days on Shattuck Avenue.

In the early 1900's, dramatic changes and rebuilding reflected Berkeley's civic pride as the "Athens of the West". The growth and development was stimulated by the advent of the electric rail system which connected Berkeley with Oakland and San Francisco, the move of many San Franciscans into the East Bay after the 1906 earthquake, and the growth of the University of California. The downtown structures built during the first decade were stately and impressive, often combining first floor shops with upper story offices or hotel space, with neo-classical elements of the City Beautiful movement, typified by such details as cornices, arches, stone or terra cotta ornamentations around the entries and classic pillars. The Mission Revival style of architecture was equally popular, with its tile roofs, balconies and square corner bays. Some of the structures to be found in the downtown from this period include:

| | | | |
|-------------------------|----------------------|--------------------|------|
| Shop Bldg. | 2225 Shattuck Ave. | architect unknown | 1902 |
| Mikkelsen & Berry Bldg. | 2124 Center St. | Stone & Smith | 1902 |
| Golden Sheaf Bakery | 2071 Addison | Clinton Day | 1902 |
| Barker Block | 2486 Shattuck Ave. | A.W. Smith | 1905 |
| Studio Bldg. | 2045 Shattuck Ave. | Clarence C. Dakin | 1905 |
| Masonic Temple | 2105 Bancroft Way | William Wharf | 1905 |
| Wright Block | 2161 Shattuck Ave. | William Knowles | 1906 |
| Donogh Bldg. | 2270 Shattuck Ave. | Charles W. Dickey | 1906 |
| Acheson Bldg. | 2131 University Ave. | George L. Mohr | 1908 |
| Mason-McDuffie Shop | 2001 Shattuck Ave. | John Galen Howard | 1909 |
| Shattuck Hotel | 2060 Allston Way | Benjamin McDougall | 1910 |

The 1920's saw another flourish of development in the Downtown, with each architect continuing the tradition of proud civic design. A number of new buildings rose on Shattuck Square, which had been converted in 1923 from the Southern Pacific terminus into a commercial block. The large classic Shattuck Apartment Building, designed by James W. Plachek was constructed in 1925, and the twelve story Wells Fargo Building was designed by Walter H. Ratcliff, Jr. in 1927. Period Revival and the Art Deco style buildings were also constructed during this decade. By the beginning of the 1930's the profile of the streetscape had evolved into the Downtown much as it is seen today. Buildings representative of this period include:

| | | | |
|-----------------------|---------------------|-------------------------------------|------|
| Fidelity Savings | 2323 Shattuck Ave. | Walter H. Ratcliff, Jr. | 1921 |
| Tupper and Reed | 2275 Shattuck Ave. | W.R. Yelland | 1925 |
| Shattuck Square Block | 48-82 Shattuck Ave. | J.R. Miller and Timothy Pfleuger | 1926 |
| Morse Block Property | 2122 Shattuck Ave. | Edwin L. Snyder | 1927 |
| Mason McDuffie Co. | 2101 Shattuck Ave. | Walter H. Ratcliff, Jr. | 1928 |
| Public Library | 2090 Kittredge St. | James W. Plachek | 1930 |
| United Artists | 2274 Shattuck Ave. | Company architect | 1932 |
| S.H. Kress & Co. | 2036 Shattuck Ave. | architect unknown | 1933 |

Recent development has occurred mainly on the side streets east and west of Shattuck Avenue. Demolition and new construction on Shattuck Avenue itself had a short heyday in the BART construction era around 1969-71 when the two turn-of-the-century skyscrapers at Shattuck and Center were replaced, one by the 13 story Great Western Building and one by the neo-suburban Bank of America. Because remodeling and replacement have usually been limited to single buildings at a time, the scale and layout of the district remain relatively undisturbed.

B.2 EXISTING CONDITIONS

The State Historic Resources Inventory, which the Berkeley Architectural Heritage Association prepared for the State Office of Historic Preservation in 1977-1979, was conducted under a program mandated by the U.S. Department of the Interior. Berkeley's inventory is highly regarded by the State Office and is distinctive in that it was conducted as a citizen effort by a private preservation organization, rather than by a planning department or a consultant. The Historic Survey Of Downtown is available in a separate document published by the Berkeley Architectural Heritage Association or at the Planning Division Library. The results of the survey indicate that Downtown Berkeley qualifies for designation as a historic district under both National Register and Berkeley Landmarks standards: more than fifty percent of the 210 properties in the district qualify as historic or contributing structures. Of the 186 buildings in the Downtown, 74 were included in the State Historic Resources Inventory. Of these, 26 are City Landmarks, and 8 are listed on the National Register of Historic Places. (See Figure 1.1).

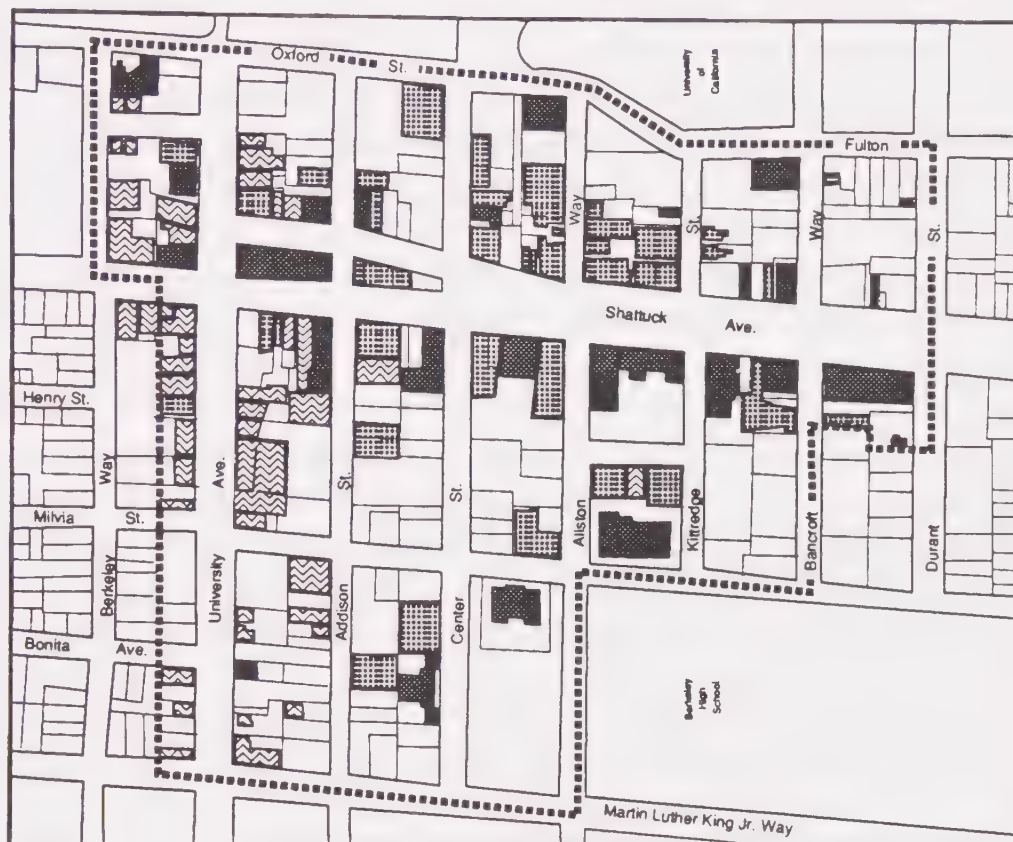





Figure 1.1

Downtown Historical Structure Locations

-  Landmark Building - City and/or Nat'l Register
-  Significant Structure (BAHA)
-  Contributing Structure (BAHA)

Source - BAHA Historic Survey

B.3 DOWNTOWN DESIGN CHARACTER

The unique character of Berkeley's Downtown is due to the fact that a large number of buildings were built between 1900 and 1940, and that many of these buildings are relatively intact. These older buildings have physical characteristics which are unique to the period when they were built: recessed shopfronts with tile or terrazzo paving, Kawneer metal sash, awning boxes and transom strips. Equally representative is some of the remodeling — colored vitrolite at Huston's and Yen Ching, and the low-budget 1940's streamlining of the Edy's and Blue and Gold buildings.

Downtown's historic scale has remained intact for the most part due to some significant architectural and land use patterns. The Downtown land use pattern of office and residential uses over ground floor retail and commercial shops is a result of Berkeley's development along the transportation route of the Key System railroad. To maximize street frontage, service access was maintained with alleys to the block interiors, and properties were developed up to the property lines. This zero-lot line development limited vehicle access to individual parcels, and a street wall formed by contiguous buildings give Berkeley's Downtown an urban character.



Figure 1.2: Building Scale Variety In Downtown

In the past, special paving and ornate display windows at entrances were used to encourage shoppers to enter stores and still provide a means of advertising. These entryways, along with the use of awnings and canopies, create an interface between the public space of the sidewalk and the private space of the store. They also create a visual connection between public space and private and a transparent quality that provides visual interest at the street level. Individual windows of clear and non-reflective glass inset into the building wall on most downtown buildings help give texture and detail to building facades. The shadow lines that result also add detail and visual interest. Most Downtown buildings are faced with concrete, masonry, tile, and granite, resulting in the predominance of lightly shaded earth tones.

Subdivision of large parcels into smaller segments at the street front reflect the land use pattern of retail shops and commercial services at the ground floor. Downtown's many small and irregularly sized parcels have helped maintain Downtown's historic scale.

B.4 DOWNTOWN SUBAREAS

The Downtown Study Area has been divided into five subareas. In some cases, there will be different zoning regulations and programs for each subarea. The subareas are the Downtown Core, the Oxford Street Edge and the South, West and two North Entry Corridors/Buffer Zones. (see Figure 7.2) Within these subareas, there are also distinct districts.

The Downtown Core

The core area of the Downtown is Berkeley's historic Central Business District, and its older, urban character is still evident in the three-to-five story streetwall along Shattuck Avenue. This historic vitality is evident not only in the variety of architectural styles but also in the diverse land uses that remain. Within the core, Shattuck Avenue, Center Street and Addison Street play special roles in the overall visual and functional character of the downtown.

Shattuck Avenue Retail District

For many people who travel through and to Berkeley, the image of Shattuck Avenue provides an introduction to the City and the Downtown. Historically, Shattuck Avenue is the heart of Downtown commercial activity, especially retailing. These two attributes make Shattuck Avenue one of the most important streets in Berkeley in terms of history, visibility and image. Shattuck Avenue traverses the length of Berkeley, and its character as it passes through the Downtown is markedly different from that along the rest of the street. The elements that give Shattuck Avenue its distinct characteristics in the downtown are the scale of buildings along both sides, the continuous building frontages that form a streetwall, and its historical and current role as a major transportation artery for a variety of modes, giving the street high visibility and bringing thousands of people to the Downtown each day. Architectural and land use characteristics of Shattuck Avenue include continuous retail store frontages, faced with natural or pressed brick, concrete, or stucco, stone (marble, granite) tile, or terra cotta; a pattern of fifteen to thirty foot frontages, giving the street a sense of scale and detail that helps to generate a high level of pedestrian activity and interest; and historic recessed entrances, detailed with special paving and ornate display windows.



Figure 1.3: Shattuck Avenue Streetscape

The present Shattuck Avenue streetscape is much as it was in the 1930s. Accordingly, the Shattuck Avenue frontage of individual properties is important to maintaining the overall character of the Downtown, and the Downtown Plan proposes special programs and supplemental requirements for properties fronting onto Shattuck Avenue from Hearst to Dwight Way. Although the Downtown Plan boundaries stop at Berkeley Way to the north and Durant to the south, the recommended design and historical preservation programs and development requirements for properties fronting Shattuck Avenue should be applied from Hearst to Dwight Way.

The purpose of special Shattuck Avenue controls and guidelines is to ensure that future facade remodeling is compatible with the historic character of the street, that the pattern of individual store frontages is maintained, and that uses contribute to a vital pedestrian environment. Special funding programs and considerable involvement from both the private and public sectors will be necessary to provide the means for restoration of the historic storefronts and realization of design and preservation goals.

Center Street

Center Street is a primary corridor for pedestrian circulation between the Downtown and the University of California campus. The street is only three blocks long, and dead ends at the Alameda County Courthouse to the west and the University's West Circle to the east. With the Berkeley Main BART Station located between these two major attractions, Center Street has enormous potential as a pedestrian-oriented shopping street and a linear parkway to unite the Downtown and the campus. Specific design schemes are not proposed in the Downtown Plan; however, the identification of Center Street as a major connector and the proposal to conduct design studies and develop a design plan for landscape improvements are a first step in its improvement.

Addison Street

Addison Street does not play a major role in Downtown's visual and design character, but holds a great deal of potential for becoming a vital and active location

for arts and entertainment uses. With pleasant views to the east and the west, a variety of building types, and a relatively narrow street, Addison Street presents an opportunity for becoming an attraction for restaurants, housing, cultural services such as theaters and museums, and entertainment facilities.

Buffer Edges

West Buffer/Civic Center

In 1940, the Civic Center Park (formerly Provo Park, now Martin Luther King Junior Park) was completed and the Civic Center was formed. Four major buildings (Berkeley Community Theater, Old City Hall, Martin Luther King Junior Civic Center Building and the Alameda County Veterans' Building) face onto the open space. Currently, Civic Center facilities are underutilized and the area does not serve as a center for the City's civic life. The area is not visually or functionally connected to the rest of Downtown nor to the University Campus.

University Avenue/North Buffer Areas



Figure 1.4: University Avenue

Historically, University Avenue functioned as the link between the Downtown and Oceanview to the west. Thirty out of the forty-seven properties that face onto University Avenue within the study area are on the National Register of Historic Buildings, are City of Berkeley Landmarks or Structures of Merit, or contribute to the overall historic character of the downtown. Many of these buildings suffer from deferred maintenance or poorly designed renovations. Along University Avenue, large scale buildings with repetition and standardization of first floor facades and storefronts has led to a change in character and lack of a distinctive image. Improvements to some of these structures, along with better street cleaning and landscape maintenance, would create a better pedestrian environment. Renovating the storefronts and restoring their historic character and rehabilitating the residential hotels would help to restore University Avenue to its role as a major entryway to the city.

North and South Shattuck Entry Corridors

North and South Shattuck Avenue provide two main entrances to the Downtown. Along North Shattuck, the majority of buildings are one and two stories, with the exception of the four story apartment complex at Delaware Street and the State Health Building at Hearst. Most of the buildings along North Shattuck are commercial structures, with only a very few larger parcels and less developed properties such as parking lots or drive-in restaurants.

Larger structures are located along the South Shattuck entry corridor, up to four and five stories. The lot sizes are larger as well, which provides the opportunity for comprehensive development projects. Current uses include auto-related uses, such as repair and sales facilities, located in small structures on large lots. The street is wider than North Shattuck, which gives the South Shattuck entry corridor an open aspect, becoming more enclosed upon arrival in the downtown.

B.5 ISSUES AND TRENDS

An extensive inventory of Downtown buildings conducted by the Berkeley Architectural Heritage Association (BAHA) documents at least four historically impor-

tant buildings that have been demolished. When such demolition occurs, the change in the character of the built environment may represent a loss for the whole city in terms of character, shared memory and sense of place. Widespread demolition and incompatible remodeling could also result in a loss of Downtown Berkeley's regional uniqueness. In contrast, when historic buildings are renovated, they improve the built environment and make a positive contribution to the Downtown, enhancing and improving the overall environment of Downtown Berkeley.

The Master Plan, Landmarks Preservation Ordinance and the Zoning Ordinance set out policies for preservation in Berkeley. Policy 1.01 of the Master Plan states:

Identify, restore and preserve historic buildings; protect historic structures through careful design and location of adjacent new structures or, if appropriate, by relocation to another site; alleviate potential economic hardships to tenants and owners.



Figure 1.5: Constitution Square, an Office and Retail Structure, remodeled in 1984

The purpose of the Landmarks Preservation Ordinance is the enrichment of human life in its educational and cultural dimensions in order to serve spiritual as well as material needs by fostering knowledge of the living heritage of the past. Under the authority of the Landmarks Preservation Ordinance (LPO), the Landmarks Preser-

vation Commission reviews and decides on permit applications for construction, alteration and demolition on landmark sites, historic districts and initiated structures of merit and takes steps to encourage or bring about the preservation of structures, sites and areas. The Neighborhood Preservation Ordinance (NPO) — now incorporated into the Zoning Ordinance, — sets out policies for the preservation of commercial and residential structures.

These findings set out the rationale for preservation and design policies in the Downtown. In order to ensure that changes are positive for the Downtown visual and historic character, specific guidelines are needed to control the impact of remodeling on the historic character of the street, to maintain the pattern of individual store frontages, to provide the means to restore the historic storefronts and to control uses so that they contribute to an attractive pedestrian environment. The potential loss of historic structures due to an earthquake requires special mechanisms and programs to assist owners with bracing and compliance with state regulations (See Environmental Quality element). Because of its particular historic importance to Berkeley overall, Shattuck Avenue should receive special and immediate attention and effort to improve its appearance and character and special regulations and programs to guide changes in use and storefront remodeling along Shattuck Avenue should be instigated. Design review for facades where historic character is an important factor throughout the Downtown should indicate preferred colors, building materials, paving, street trees, plant materials, and other design features.

C. OBJECTIVES AND POLICIES

Objective 1

PROVIDE CONTINUITY BETWEEN THE OLD AND THE NEW IN THE BUILT ENVIRONMENT. RETAIN THE SCALE AND THE UNIQUE CHARACTER OF THE DOWNTOWN.

It is helpful to property owners and developers if the City can specify how the new development or facade renovation should be designed in response to the existing

scale and context, in order that new buildings and facade remodeling do not disrupt positive assets of Downtown's character—its historic interest, value and human scale. It is also necessary that the Downtown Plan programs include incentives for individual property owners to rehabilitate and re-use existing structures.

Policies:

1.1 Retain the older, historically valuable buildings in and around the Downtown. Encourage adaptive re-use of older buildings by promoting rehabilitation and reuse of existing structures that contribute to the overall design character of Downtown.

1.2 Maintain the existing scale of Downtown. New construction should fit into the context of the existing built environment and complement Downtown's historic character. Encourage infill development that is compatible with existing uses and improves the pedestrian environment and the streetscape. Permit taller buildings only if they are in scale with other structures in the area.

1.3 Increase citizen awareness of the architectural heritage of Downtown.

1.4 Promote earthquake reinforcing of older and historic buildings.

1.5 Establish specific design review criteria and regulations that express the need for projects to respect and preserve the historic nature of the Downtown.

Objective 2

STRENGTHEN THE DOWNTOWN'S IDENTITY, IMAGE AND SENSE OF PLACE.

While the Downtown is an identifiable district within the city, there are smaller subareas with special character within the Downtown. Strengthening and improving the identity of these smaller subareas will also enhance the character and identity of the Downtown as a whole.

The identity of Downtown will be strengthened if the center is the location of the

most intense activity and the edges are transitional buffer zones in scale of development and uses. On a streetscape level, there are four streets which warrant specific design treatment Shattuck Avenue, Center Street, Addison Street and University Avenue. The central core area, the Oxford edge and the Civic Center also provide important contexts to be referred to in terms of the visual and functional character of the Downtown.

Both public and private support is essential for strengthening Downtown's identity. Public support is necessary for infrastructure and capital improvements, and tenants and landlords alike need to improve and maintain their buildings and businesses in order to enhance the area.

Policies:

2.1 Encourage cooperation between the business community and the City in the establishment of an attractive and successful Downtown. Encourage individuals (merchants, owners and business people) to contribute and maintain landscaping throughout Downtown on their own property and in the public domain.

2.2 Recognize that different parts of the Downtown have special character, and develop programs to strengthen and reinforce it. Develop land use, density, special design features, and building guidelines.

2.3 Encourage a compact Downtown to conserve open space and the natural environment in other parts of the City.

2.4 Create a visually cohesive district which retains its early 20th century characteristics.

Objective 3

IMPROVE THE VISUAL AND ENVIRONMENTAL QUALITY OF THE DOWNTOWN, WITH AN EMPHASIS ON THE PEDESTRIAN ENVIRONMENT.

A comprehensive approach to commercial revitalization requires attention to the design elements and environmental quality of the district. Store entrances are particularly important in that they present a public face to Downtown pedestrians, create a visual connection between public and private space and provide visual interest at the street level.

Maintenance and litter control are also important factors in the visual quality of Downtown, as are landscaping, signage and building design. The views of the hills and the bay from Downtown streets and sidewalks are important to Downtown visual quality. Open space to use and to look at is an important component of the Downtown. Open space can enhance environmental quality by providing visual relief from the man-made materials of an urban environment.

Policies:

3.1 Test proposed new developments as to their potential impact on views and solar access to and from important public places.

3.2 Develop a detailed streetscape Plan. Create plazas and other urban spaces as identified in that Plan, to enhance the pedestrian environment and increase the number of people who will use Downtown. Enhance sidewalks and streetscapes to reflect the scale and early 20th Century historic quality of Downtown architecture.

3.3 As part of private and public development and renovation projects, attempt to maximize green spaces, natural surfaces, plants and streetscaping in the development plans.

3.4 Support entrance and facade remodeling on Downtown buildings that will contribute to the pedestrian environment and the historic character of Downtown.

3.5 Develop City programs to improve the pedestrian and aesthetic nature of the Downtown environment. Encourage cooperation between the business community and the city in the establishment of an attractive, functional, meaningful and successful Downtown.

Objective 4

ENHANCE AND IMPROVE THE PHYSICAL CONNECTION BETWEEN DOWNTOWN AND THE SURROUNDING NEIGHBORHOODS AND INSTITUTIONS, SUCH AS THE UNIVERSITY OF CALIFORNIA

Downtown is a special part of the City, with special functions and built character. It is important that Downtown be connected to other districts within the city and that the adjacent districts are linked and buffered as appropriate.

Policies:

4.1 Adopt development guidelines that promote linkages and better connections between the Downtown and the University; and between the Downtown and the neighborhood shopping districts.

4.2 Protect adjacent residential neighborhoods with guidelines that scale down development at the periphery of Downtown (i.e., a transitional zone).

4.3 Development along the Oxford edge should incorporate open spaces to provide a transition between the Oxford edge and the more dense areas of the Downtown. Maintain visual openness along Oxford Street.

4.4 Activity and new development in the Civic Center should be oriented toward the Civic Center park and away from the residential neighborhood. Expansions or additions to buildings should keep within the character of the Civic Center and maintain the existing setback of Old City Hall. The height should not exceed the Old City Hall roofline.

4.5 Use common elements, such as street trees, paving material and Strawberry Creek, to connect the University and the Downtown.

D. PROGRAMS

D.1. ORDINANCE AND REGULATORY CHANGES

Downtown Plan implementation will include regulations be developed to control the appearance (materials, colors, entrances, and scale) of the exterior of new and renovated buildings to ensure that future changes and new development will be compatible with the historic character of the Downtown. Design guidelines will stress compatibility with the existing context and ensure integration of the new construction with the older patterns in the Downtown. All proposals for remodeling, new construction and signs and awnings will be reviewed for compatibility and design quality. New construction will be required to preserve specific, important views and view corridors, and new construction greater than two stories will require special design consideration of massing in response to locational context.

Special design guidelines will be developed to improve and preserve the historic character of Downtown. These include special requirements for design review that give specific direction for storefronts, facades, scale, and fenestration and indicate preferred colors, building materials, and restoration of specific design features.

The following actions will be required.

- Examine current public policy with respect to historic preservation goals. Establish a task force with representatives from the Design Review Board, the Landmarks Preservation Commission, Berkeley Architectural Heritage Association, Berkeley Design Advocates, and other interested groups, to review existing city policies and assess how they support preservation goals. All policies, zoning amendments and programs should be consistent with other City ordinances as well as State and National requirements. Where conflicts exist the City should amend ordinances as required to eliminate such conflicts.
- Create special Downtown Conservation / Historic zoning requirements to apply to rehabilitation and new development within each of the subareas of the Downtown. These zoning requirements will include special regulations

establishing criteria necessary to the maintenance and restoration of historic properties. It would constitute a new section of the Design Review Ordinance, and would apply to all facade changes and new construction along Shattuck Avenue, University Avenue, Addison Street and elsewhere in the Downtown as required by particular circumstances — based on the project's visibility in relation to significant historic buildings in the Downtown, such as any building identified as a landmark, significant structure or contributing building in the Berkeley Architectural Heritage Association Survey.

In addition, the existing pattern of development along Shattuck Avenue of 15 to 30 foot street frontages gives the street a sense of scale and detail that helps generate a high level of pedestrian activity and interest. To maintain this, new tenants along Shattuck Avenue and University Avenue in the Downtown would be required to design street frontages to continue the established pattern of smaller storefronts. Long, unbroken window patterns will not be permitted.

These requirements will also include regulations to control the appearance of new construction and remodeled projects, signs, awnings and demolitions. Specific criteria will be applied for design review that require new construction and renovations to maintain the historic development patterns and ensure that new construction and remodeled projects respond to the immediate context of the abutting and confronting structures and the larger context of the Downtown as a whole.

Design review in the Downtown will be conducted by the existing Design Review Committee of the Board of Adjustments, using the policies in the Plan and the guidelines to be developed in the implementation of this Plan. This Committee has representatives from the various design professions, the Civic Arts Commission, the Landmarks Preservation Commission and the Board of Adjustments.

D.2 DOWNTOWN DESIGN REVIEW SUBMITTAL

Under the design review guidelines and regulations, special application, submittal and review requirements will be applied to all facade changes and new construction throughout the Downtown. Front elevations and street sections, including the properties on either side shall be required as part of a design review application, as well as any other materials deemed necessary upon staff review. Planning staff will direct the project applicant to the BAHA survey, on file in the Current Planning Office, and assist with determining the important features of the adjacent buildings. Until specific historic guidelines and a restoration program are in effect, historic design review should be conducted by a qualified architectural historian, on contract to the City, who will advise staff and the Design Review Committee on actions.

Applications for new construction should be required to submit visual impact analysis and sun/shade diagrams to illustrate the impact of the proposed construction on downtown visual character and open spaces. The corner of Shattuck and Center where the Bank of America building is located, sites along Oxford/Fulton Street, and sites along the smaller side streets are the most sensitive areas for new development.

D.2.1 Specific Criteria For Downtown Design Review

The Design Review Committee should use the following criteria for downtown design review throughout the area. In addition, specific guidelines for facade remodeling and preservation along Shattuck Avenue should be applied, as indicated in the following section. Specific requirements for other sub-areas will be developed as appropriate.

- a. Require new uses and storefront remodels to provide a visual connection between public and private space through the design of entrances and use of windows at the ground floor.
- b. Require new construction along entry corridors within the Downtown Study Area (Shattuck and University) to provide special signage or land-

scaping and streetscaping in accordance with the character of the specific location. Encourage new construction and renovations to enhance the entry characteristics of new sites through the use of architectural design elements. Large, single tenant projects on these corridors will be required to continue the visual appearance of smaller, individual storefronts through the use of appropriate design techniques.

c. In order to maintain Downtown's small scale and diversity, buildings should be stepped back after two or three stories to respect the existing streetwall.

d. Require that new development maintain the continuity of the existing streetscape, with appropriate window patterns, entrances, paving and zero lot line development.

e. Require new development projects to include street trees along the property frontage as specified by the Open space/ Streetscape Plan, to be developed as part of the Implementation of this Plan, and to include other streetscape elements as recommended by that Plan

f. Require new construction to incorporate public open spaces where feasible and where they would be functional and not detract from the streetscape continuity.

g. Prohibit additional curb cuts or driveways within the core area. Permit existing driveways to be relocated or replaced, but encourage parking for core area projects to be provided in the buffer areas in order to improve the core area pedestrian environment.

h. Require applicants for new construction to submit a sun/shade diagram showing the impact of the construction on open spaces and sidewalks.

i. Restrict the subdivision of large, commercial street level spaces into small spaces if the facade would be significantly altered in a negative manner.

j. New construction should include architectural features such as awnings, canopies and recessed entries that can protect pedestrians from inclement weather. Features should be designed as a part of the building, rather than as additions placed on the exterior of the structure.

k. Buildings should be faced with natural brick, pressed brick, concrete, or stucco, stone (marble, granite) tile, or terra cotta. Tile should be encouraged as a footing to shop front windows.

l. Require that a portion of the facade at the street level be constructed of a transparent building material, to maximize interest for pedestrians and encourage retail uses at the street level.

m. Historic Building Code — Utilize the State Historic Building Code, which exempts designated historic buildings from the more stringent regulations of the City's building code, for landmark buildings in the Downtown district.

n. Demolitions — Prohibit demolition of any historic structure documented in the Berkeley Architectural Heritage Association Historic Survey of Downtown, and require LPC review of demolitions of buildings greater than 40 years old, as specified in the Landmarks Preservation Ordinance.

o. Applicants and Staff should answer the following questions about design review applications in Downtown as a part of any application for a permit:

- Does the project help to create a unique and successful Downtown shopping environment?
- Does the project fit within the established guidelines for building heights, setbacks and bulk as reflected in the Downtown Plan and zoning?
- Will the proposal provide continuity between the old and the new in the built environment?

- Does the project promote rehabilitation and reuse of a building in a way that contributes to the overall character of Downtown?
- Will the project help to create an attractive physical environment?
- Will the proposal help to enhance local resident's civic pride and understanding of Berkeley's unique character?
- Are the materials, color, scale, entrances, fenestrations, roof shape, decorative elements, paving of the project compatible with the historic streetscape or the streetscape plans proposed by the Downtown Plan?

D.2.2. Special Guidelines for Subareas

Shattuck Avenue Design Guidelines

Within the Downtown design regulations, develop specific guidelines to apply to new construction, demolitions and facade changes for properties fronting onto Shattuck Avenue from Dwight to Hearst.

Designate Shattuck Avenue from Hearst to Dwight Way as a Special Historic Retail District, with special requirements for design review and historic restoration. These standards are intended to preserve and encourage the restoration of historic recessed entrances, special paving and ornate display windows, and to improve existing storefronts along Shattuck Avenue as part of restoring Downtown's historic qualities.

In addition to the overall Downtown guidelines, apply the following requirements to the part of properties that front along the Shattuck Avenue District:

- New construction must maintain the historic three-to-five story streetwall along Shattuck Avenue.
- New construction or remodeling must maintain the pattern of 15-30 foot shop/office frontages along Shattuck Avenue that gives the

street a sense of scale and detail, and helps to generate a high level of pedestrian activity and interest.

- Work with owners of existing storefronts along Shattuck Avenue where necessary in a program of facade restoration as part of emphasizing downtown's historic qualities.

Oxford Edge

Encourage new development at the Oxford Street intersections to provide setbacks in order to improve the physical link between the University campus and the Downtown, and to provide public open space. New development along the Oxford Street frontage should respect the street alignment. Require new construction along Oxford Street to maintain visual access to the hills. Sun/shade diagrams will be important in guiding the form of development, and building setbacks will be required above the second and third story to help preserve existing views, relate to the existing scale, and to preserve sunlight to sidewalks and open space.

Civic Center/West Buffer

Require careful massing of buildings greater than two stories. Landscaping will be required for projects around the Civic Center Park, in accordance with the Streetscape Plan to be developed. Sun/shade diagrams will be required to insure that sunlight to sidewalks and open space is protected. New construction in the Civic Center area must maintain the cultural/civic character of the area.

Addison street and Center Streets

Sun/shade diagrams will be required for all new construction. Building setbacks may be required above the second and third story to help preserve existing views, relate to the existing scale, and to preserve sunlight to sidewalks and open space. Additional requirements may be developed for these streets, based upon the analysis contained in the Open Space and Streetscape Plan.

Responsibility for all Sub-area Programs: Landmarks Preservation Commission, Planning Commission, Board of Adjustments, Planning staff.

Funding: Incorporate into Department work program, \$25,000 study guidelines, \$200,000 for design consulting.

D.3. STREET LANDSCAPE IMPROVEMENTS

Develop an Open Space/Streetscape Plan for the entire Downtown. This Plan should recommend:

- locations for new urban open spaces in the downtown area, guidelines for the design of such spaces, and recommendations for the continuation and improvement of existing open space;
- locations and design ideas for mid-block pedestrian crossings, identification of key areas, sites or streets where solar access to sidewalks or open space is critical, as well as locations and design ideas for key entry points into the Downtown;
- street tree planting for downtown streets, including the varieties, spacing and ideas for implementation of street tree planting programs;
- the existing and future design of sidewalk areas, including paving patterns, sitting areas, garbage receptacles, newspaper stands, lighting, fountains, shrubs and flower plantings;
- development of an ongoing maintenance program for the landscaping and public areas of the Downtown;
- development of design ideas for Center Street, from the UC Campus to the Civic Center;
- an Historic Streetscape Program to identify important streetscapes and buildings to be preserved as part of the Downtown Plan, and subsequent restoration and beautification guidelines; and
- a program to incorporate public art in the Downtown, in public works

projects, landscape improvements, street furniture and other locations as appropriate.

Responsibility: Planning Department, Public Works Department, Parks/Marina Division, Planning Commission, Design Review Committee, Landmarks Preservation Commission

Funding: Incorporate into Department work programs, grant funding.

D.4. ENTRY CORRIDORS

Define major Downtown entry points and key intersections through the use of design features and building guidelines. New development along the Downtown entry corridors and streetscapes should include design features to help create a sense of entrance into Downtown. Identify development sites where “gateway buildings” could be located and identify design features that will make a stronger entrance statement. These elements could include such items as accentuating building corners, dramatic facade materials, plane changes to add depth to facades or overhangs above the right-of-way, clock towers, different roof treatments and so forth.

Responsibility: Design Review Committee, Board of Adjustments, Planning staff, private developers.

Funding: Incorporate into Department work program, private development.

D.5. CENTER STREET DESIGN PLAN

Implement a design plan for Center Street that will unite the University and downtown and address both land use and aesthetics and aim at creating a conceptual and functional linkage between UC and Downtown. This design plan may incorporate Strawberry Creek, either uncovered, above ground, or with another treatment, depending upon the results of the further studies identified in the

Environmental Quality, Open Space and Recreation Element.

Responsibility: Parks and Recreation Commission, Landmarks Preservation Commission, Planning Commission, Public Works Commission, property owners, University of California, Finance Department, Public Works Department.

Funding: City general funds, property owners, University.

D.6. FINANCING PROGRAMS

D.6.1 Facade Restoration Program

Develop an historic rehabilitation program that offers technical and design assistance to local Downtown businesses to guide remodeling in a way that maintains the character of Downtown and contributes to the pedestrian environment. Assist property owners in receiving information, technical and financial assistance for building renovation and facade restoration. Prepare a set of guidelines for facade restoration in the Downtown district, with special attention to Shattuck Avenue. Include financing opportunities such as a low interest, revolving loan fund, and grants. Develop and distribute to Downtown property owners educational materials for preservation regarding the benefits of preservation and restoration guidelines. Hold workshops for Downtown property and business owners and residents to discuss historic preservation programs. Develop incentives to encourage property owners to make the investment necessary to renovate, upgrade, and improve their properties in accordance with the existing character of Downtown.

Responsibility: City staff to work with BAHA finding sources of money for report, materials production and conducting workshops.

Funding: unknown.

D.6.2 Historic Preservation Funding

Locate within existing funding programs — federal, state, regional and local — opportunities for underwriting preservation activities. Encourage the establishment of a fund for contributions and grants to be used for preservation projects. Explore participation in the Main Street Program and investigate the possibility of Berkeley becoming a Certified Local Government under the National Historic Preservation Act, which establishes a nationwide program of financial and technical assistance. A local government can become eligible for special grants through the State Office of Historic Preservation if it is certified that it has established a historic preservation commission and a program meeting certain federal and state requirements. Other funding for preservation is available through the State Park and Recreation Department, using offshore drilling and environmental licensing monies. Make information available about the financing programs and opportunities for rehabilitation available in the various City offices concerned with building and development.

D.6.3 Determine the feasibility of a revenue bond program for structural rehabilitation and maintenance at below market rate financing.

D.6.4 Provide incentives for the maintenance and restoration of historic properties by utilizing changes in taxation whenever they are available. Review possible tax breaks for maintenance, restoration and reuse of historic structures to help conserve the built environment, and make that information available. Study current City taxation practices to identify any possible tax incentives for preservation. Investigate the effect of reduced taxes for properties that have historic easements and possible uses of local taxes, sales or special taxes for public acquisition of threatened cultural resources.

D.6.5 Research the income tax statutes to identify and publicize provisions useful for preservation.

D.6.6 Investigate using public money to purchase, restore and resell historic structures, especially the residential hotels.

D.6.7 Investigate developing a revolving fund using public money to purchase threatened historical properties, ensure maintenance and proper use through the attachment of preservation covenants, and then re-selling the properties.

D.6.9 Investigate using public money to purchase historic easements along Shattuck Avenue or creating an easement dedication program as a means of generating revenue and preserving historic structures. Similar programs have been developed in Philadelphia, PA and Galveston, Texas.

Responsibility for Programs 6.2 Through 6.9: City Finance Department, Planning Department, Office of Economic Development, Landmarks Preservation Commission.

Funding: Property owners (Mills Act); HUD, Planning Assistance (701) grants; State Beach, Park and Recreational, Historical Facilities Bond Act of 1974, and other funding sources as they become available.



2. SOCIAL/CULTURAL

A. STRATEGIC STATEMENT

Downtown is a vibrant, multi-purpose city center reflecting the diversity of Berkeley. The plan encourages the development of a twenty-four hour a day multi-cultural, multi-ethnic social and cultural presence in the Downtown.

B. BACKGROUND

The Downtown serves as a social and cultural resource for Berkeley and for residents of surrounding communities. Because of the concentration of people working and shopping in the Downtown, as well as the many residents within walking distance, the area is able to provide a richness of cultural diversity and activity unmatched by any other area of the City.

In 1980 there were 880 people living in the Downtown, with 66% living in single person households, and with the highest concentration of people living in the residential hotels along Shattuck and University Avenues. The bulk of the Downtown resident population is between the ages of 18 and 64, with only 4% under 18 and 22% who are over 64, most of whom live in one retirement hotel on Shattuck Avenue. Most of the population Downtown is Caucasian, as only 9% are identified in the census as Black, 12% as Asian, and 4% as being of Spanish origin. This composition is different from a number of other downtowns, where the residents are primarily older and minorities.

Table 2.1: Population Characteristics of Downtown Residents

| | NUMBER | % OF TOTAL DOWNTOWN |
|------------------------------|--------|------------------------|
| TOTAL DOWNTOWN POPULATION | 880 | |
| NO. OF ONE PERSON HOUSEHOLDS | 581 | 66 |
| RACE | | |
| Black | 76 | 09 |
| Asian/Pacific Islander | 102 | 12 |
| Spanish Origin | 36 | 04 |
| Caucasian, Other | 666 | 76 |
| AGE | | |
| Under 18 | 33 | 04 |
| 18-65 | 643 | 73 |
| Over 65 | 204 | 23 |

The second, larger group of occupants of Downtown are non-resident users, shoppers, employees, students and service clients. Downtown users are a very diverse group. The pedestrian users are racially mixed, with a high proportion of high school and college students, significant numbers of elderly, as well as office workers, shoppers, transit users, disabled persons and commuters. There are many people on bicycles and in automobiles. During a sunny lunch hour, most of the many places where it is pleasant to eat outside are occupied, although during the rain it is difficult to find shelter.

The characteristics of Downtown businesses and land uses affect how various groups use Downtown. A large proportion of Downtown Berkeley ground floors and streetfrontage is occupied by uses that provide a high degree of interest and activity to the streetscape, such as retail shops, restaurants, and other commercial and publicly-accessible services. Downtown Berkeley's street level land uses are predominantly semi-public and semi-private, and there are only a few large establishments, such as the JC Penney store, through which the public can wander. Increasing access into Downtown buildings, especially on the ground floor, extends the public's territory and intensifies urban character and pedestrian activity. (See Figure 2.1: Ground Floor Street Frontage Land Use)

Increasing the number of opportunities for cultural activities in the Downtown will help increase the pedestrian activity level. Currently the Downtown has five movie theaters with multiple screens, a live theater company and an auditorium, at the High School. There are also public and private schools, including the High School and several business and professional schools in the area, as well as the University of California campus to the east. Museum and gallery space is lacking, however, as are evening uses available to the public after the movies or the theater. Increasing the variety and the hours of operation, as well as the amount of publicly accessible space in the Downtown, will also increase the activity and vitality of the area.

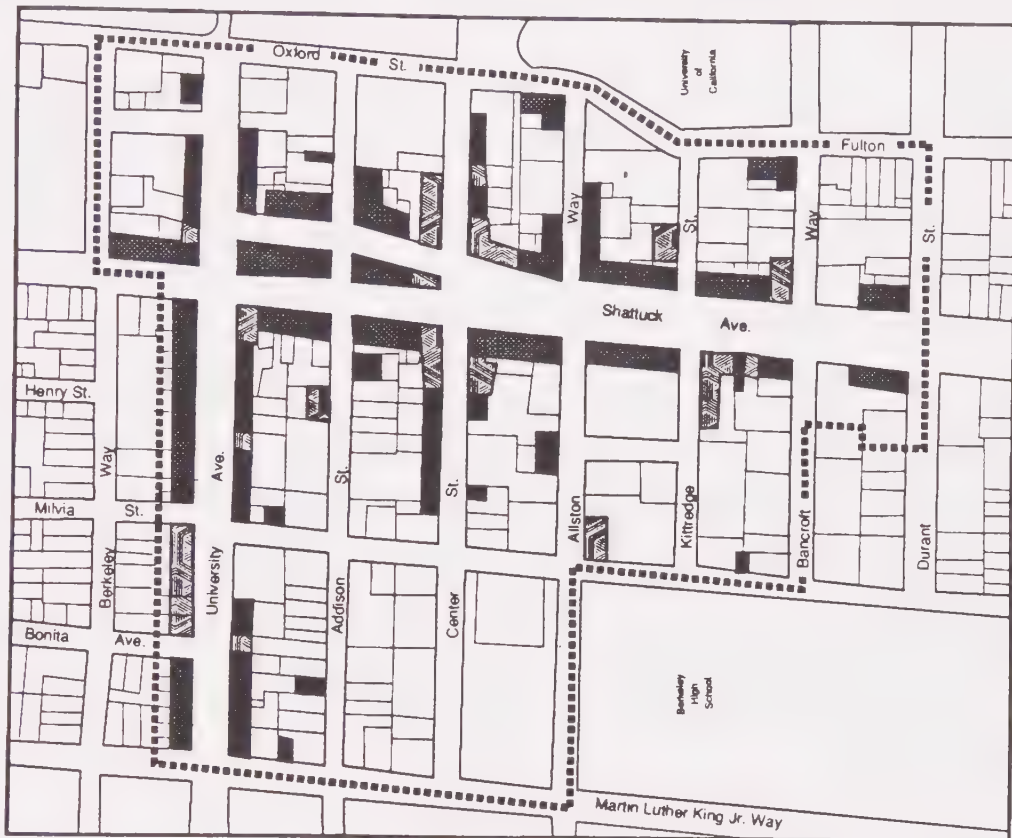
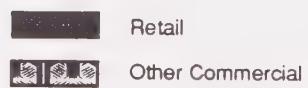


Figure 2.1

Street Frontage Land Use



C. OBJECTIVES AND POLICIES

Objective 1

INSURE THAT DOWNTOWN ENHANCES BERKELEY'S UNIQUE SOCIAL AND CULTURAL CHARACTER BY MAKING DOWNTOWN A CENTER WITH BOTH DAYTIME AND NIGHTTIME ACTIVITIES

Increasing the number of opportunities available to a wide range of people in the Downtown will draw additional people to the Downtown, and encourage those that already are in the area to linger after their other business is complete. This increased pedestrian activity will add to the vitality of the area, and will provide an increased base to support the retail and other uses in the Downtown. People are the fundamental base upon which the success of the Downtown will be built. In particular, attracting more of the many students already on the University campus to the Downtown will add to the vitality without increasing traffic congestion.

Policies:

- 1.1 Encourage increased use of the Downtown for cultural events by providing additional cultural and public facilities and by refurbishing existing facilities.
- 1.2 Provide opportunities for the many craftspeople, artists and performing artists in Berkeley to display and perform their work.
- 1.3 Provide cultural activities and opportunities for diverse ethnic, age and social groups in the Downtown.
- 1.5 Increase the opportunities available for evening activities in the Downtown, building upon the activity generated by the theaters.

Objective 2

CREATE A SENSE OF COMMUNITY BY LOCATING HOUSING FOR ALL INCOME TYPES IN AND NEAR THE DOWNTOWN, NEAR TRANSIT, EMPLOYMENT, RETAIL AND CULTURAL OPPORTUNITIES.

A variety of people living in and near the Downtown will help provide a consumer base for the retail, both existing and new, and will encourage others to come to the area by providing a 24-hour presence, making the area seem more vital and safe. By providing the housing close to employment opportunities and the various public transportation stops, some residents will be able to rely on other modes of transportation to get to work other than the single occupant vehicle, thus helping keep the area less congested and more appealing to the pedestrian.

Policies:

2.1 Residents of Downtown housing should be of a wide variety of social and income groups.

D. PROGRAMS:

Ordinance and Regulatory Changes:

1. Amend the Zoning Ordinance to specify that housing is a desired land use along Addison Street, South Shattuck and in the buffer areas.

Responsibility: Planning Department

Funding: Minimal

Projects:

2. Form a committee of youth and business people to discuss common problems in the Downtown.

Responsibility: Downtown merchants, Berkeley Youth Commission, Berkeley Unified School District.

Funding: Minimal

3. Hold an annual festival/street fair Downtown, focusing on Martin Luther King, Jr. Civic Center Park and the Shattuck/Center intersection, with participation of the City's diverse ethnic groups.

Responsibility: Downtown merchants, Civic Arts Commisison

Funding: Downtown merchants, Civic Arts Commission

4. Establish a program of live programs and noon concerts in the Martin Luther King, Jr. Civic Center Park; arrange for smaller groups to perform in the BART plaza.

Responsibility: Civic Arts Commission

Funding: Civic Arts Commission

5. Hold an annual art festival in Martin Luther King, Jr. Civic Center Park.

Responsibility: Civic Arts Commission

Funding: Civic Arts Commission

6. Continue providing social services for the indigent (including the homeless) in or near the Downtown. This does not necessarily include shelters for the homeless.

Responsibility: Health and Human Services Department

Funding: Health and Human Services Department, private agencies

7. Increase the police foot patrol along University and Shattuck Avenues.

Responsibility: Public Safety Department

Funding: General Fund, Benefit Assessment District. One patrol officer can be expected to cost an additional \$93,000, including direct costs, benefits and related Public Safety Department costs. Two people, on one shift from 9-6 would allow enough flexibility to cover the entire area.

8. Develop housing programs to preserve, upgrade and develop low and moderate income housing Downtown. This should not be limited to residential hotels, Section 8, joint public/private ventures, limited equity coops, and development funds, but should explore other means of financing and encouraging appropriate development.

Responsibility: Planning Department

Funding: General Fund, additional sources to be developed as part of the program.

9. Identify target sites and expedite permit processing through a streamlined review process for housing construction. Offer density incentives in accordance with zoning regulations. Allocate CDBG and other funds to achieve a higher proportion of low and moderate income units.

Designate the following sites as housing target sites:

a. Northeast corner of Walnut and University (.34 acre, existing retail on site).

b. North side of Addison between Milvia and Martin Luther King Jr. Way (three parcels, .59 acres, existing retail on site).

c. North side of Addison between Milvia and Shattuck (.32 acres, existing auto repair on site).

d. Northwest corner of Oxford and Durant (.5 acres, approved application for a Single Room Occupancy project)

Responsibility: Private developers, non-profit groups, with assistance from the Planning Department and the Office of Economic Development.

Funding: To be incorporated into Planning Department and Office of Economic Development work programs.

10. Preserve and improve Downtown residential hotels.

Responsibility: Planning Department

Funding: Community Development Block Grant Funds, housing mitigation fees, various subsidy sources.

11. Maintain the inclusionary zoning requirement in Downtown projects, and allocate CDBG and other funds to achieve a higher proportion of low and moderate income units.

Responsibility: Planning Department

Funding: Private developers, federal and city subsidies.

12. Establish a schedule for payment of development mitigation fees for housing impacts, with incentives and requirements that the money be spent within the Downtown or within a half mile radius of Downtown.

Responsibility: Office of Economic Development, Planning Department

Funding: Within the development review process.

Short-Range Capital Improvements and Other Programs

13. Maintain a clearing house for spaces for non-profit agencies in the Downtown. Such spaces could include the Old City Hall, the Veterans Building, the County Courthouse, as well as new and existing buildings.

Responsibility: Office of Economic Development

Funding: Grant money

14. Develop an “urban trails” annotated walk around Downtown, describing points of historical and architectural interest.

Responsibility: Public Works Department, Landmarks Preservation Commission, Civic Arts Commission, Berkeley Architectural Heritage Association, Berkeley Historical Society

Funding: Department of Public Works budget, benefit assessment district.

Long Range Capital Improvements:

15. Develop a youth center in the Downtown, following the guidelines established by the Youth Planning effort. Include Berkeley High School students in the planning process.

Responsibility: Berkeley Youth Commission

Funding: City General Fund, Berkeley Unified School District

16. Include in the Veterans' Memorial Building/ Civic Center complex a gallery for local artists and artisans, and other community serving cultural uses, such as a museum, theater, performance space, or youth center.

Responsibility: Civic Arts Commission, Planning Commission, Parks and Recreation Commission, cultural organizations.

Funding: Civic Arts Commission, grant funds, City General Fund.



3. ENVIRONMENTAL QUALITY, OPEN SPACE AND RECREATION

A. STRATEGIC STATEMENT

The environmental quality of Downtown depends upon the character of public open spaces, protection from hazards, and recreational opportunities. The plan seeks to insure that all Downtown improvements are made in an environmentally sensitive manner.

The quality of the experience of being Downtown is as important a component of the plan as the appearance of the area, and the environment of Downtown affects the success of other strategies and goals of the plan. The economic health of the businesses in the area and the success of the entertainment and cultural activities, for example, depend in large part upon the quality of the pedestrian environment.

Some of the environmental objectives in the plan reflect Citywide goals and policies and are tied to existing programs, such as reducing the use of non-renewable resources, and improving seismic safety of buildings. Other objectives are unique to the Downtown, including developing the Downtown as a pleasant place for pedestrians and developing a wide range of recreational opportunities. These unique items will require additional programs for their implementation. Both kinds of objectives are important to the overall success of the plan and both represent improvements needed from the existing conditions in the Downtown.

B. BACKGROUND

The physical quality of the Downtown environment needs improvement. Many of the buildings in the area, including all the historic buildings and all the residential hotels, are of a type of construction that is extremely hazardous during an earthquake. There are leaking underground fuel oil storage tanks and toxic contaminants scattered throughout the Downtown, the recreational opportunities are few, and the area is dirty and suffering from a lack of attention to cleaning and maintenance. Each of the following subsections is quite different, and the programs range from regulatory changes to major capital improvements. All the recommended programs are necessary to improve the overall physical environment of Downtown.

The Environmental Quality Element includes sections on Air and Water Quality, Energy, Fire, Hazardous Materials, Open Space and Seismic Safety.

3.1 AIR AND WATER QUALITY

C OBJECTIVES AND POLICIES

Objective 1

ENHANCE THE AIR AND WATER QUALITY IN THE DOWNTOWN.

Much of the responsibility for regulatory actions on these topics is at a level of authority outside the City of Berkeley. The Bay Area Air Quality Control District and the Regional Water Quality Control Board are the agencies that monitor and enforce much of the activity in these areas. The City of Berkeley does require any Environmental Impact Report prepared on a project to consider the impacts on these facets of environmental quality, but many of the problems experienced in the Downtown are created, in part, outside the Downtown. Air pollution is clearly a regional problem, although the lessening of automobile traffic in the Downtown will have an incremental effect upon the ever increasing problem in the Bay Area as a whole. Water quality, while less regional a condition in the Downtown, is also affected by other entities. In particular, the University of California has a very large impact upon the quality of the Strawberry Creek environment both outside the Downtown, on campus and up in Strawberry Canyon, and also in the Downtown, although at present the creek is culverted. Should the creek be uncovered, water quality would become a major issue and the University's role in improving the creek's condition will need to be explored. Currently the University of California Environmental Health and Safety Division is studying the creek to determine whether it is polluted, and the sources of the pollution. Results of that study will then be used to assist in the development of recommended actions for improving the water quality in the creek at a later date.

Policies:

1.1 Maximize the air and water quality in the Downtown.

1.2 Uncover Strawberry Creek where feasible to develop a water feature in the Downtown.

3.1 D PROGRAMS

Ordinance and Other Regulatory Changes

3.1.1 Develop regulations that require proposed development along Strawberry Creek in the Downtown, even where culverted, to recognize the creek right of way.

Responsibility: Planning Department

Funding: General Fund, and through the permit review process

Studies:

3.1.2 Uncover Strawberry Creek. The initial step in this major project will be the preparation of a feasibility study. The study will examine the costs involved with both acquiring the appropriate properties (or achieving regulatory control through other means) and the cost of actually developing an open space project utilizing the opened creek as a focal point. The exact location, depth, and condition of the creek needs to be analyzed as part of this process, as does the impact of possibly polluted storm runoff from Downtown streets going into an open creek that later flows through a park and children's play area in a residential neighborhood to the West and subsequently into the Bay. Possible funding sources need to be explored, also. Planning, engineering and design services will then need to be contracted for, and a plan developed for the operation and maintenance of the project once it is completed.

Responsibility: Public Works Department

Funding: The engineering feasibility study is estimated to cost about \$40,000 to \$50,000; the cost of engineering and design services is dependent upon the results of the feasibility study.

3.1.3 In addition to the above, review the level of the water table in the Downtown area in detail to determine if there need to be any additional regulations or restrictions upon construction below grade. Write and implement suggested regulations.

Responsibility: City Planning and Public Works Departments.

Funding: The study could cost from \$10,000 to \$50,000.

Long Term Capital Improvement Projects

3.1.4 Site acquisition or joint public/private development control for the Strawberry Creek Project, should the study determine that it is feasible.

Responsibility: City Finance Department

Funding: Land acquisition costs are estimated at about \$7 million.

3.1.5 Construction of the uncovered creek open space area.

Responsibility: Public Works Department

Funding: The costs depend on the results of the feasibility study.

3.2 ENERGY

C OBJECTIVES AND POLICIES

Objective 2

ENCOURAGE THE DEVELOPMENT AND USE OF RENEWABLE RESOURCES AND REDUCE THE RELIANCE ON NON-RENEWABLE RESOURCES IN THE DOWNTOWN.

The energy regulations promulgated by the State of California in Title 24 of the California Administrative Code cover new buildings and remodelling and renovation projects. In new buildings, all new systems or equipment must meet the State efficiency standards. In a remodelling or renovation project, only the new systems and equipment are covered; there are no requirements for retrofitting existing equipment with more efficient, energy conserving, new equipment. The City may adopt more stringent regulations, but the City would need to file a Statement of Fact with the State saying that based on geography, climatic or topographic considerations stricter rules are reasonable and necessary. Lighting in existing office buildings is the one area where this could be practical, and could have the potential to save the most energy; lighting is the highest energy consumer in an office building.

The City can also educate the citizens of Berkeley to adopt energy conserving measures. Downtown businesses can adopt recycling programs to minimize the use of non-renewable resources. In addition, many of the programs in the Circulation element will, because of the emphasis on alternative forms of transportation and a reduction in the use of the single occupant auto, contribute directly to energy conservation.

Policies:

2.1 Develop building design guidelines that will maximize solar gain, active and passive, and protect solar access.

2.2 Develop energy efficiency standards for new and existing buildings.

2.3 Encourage recycling of waste materials.

3.2 D PROGRAMS

Ordinance and Regulatory Changes

3.2.1 Develop an ordinance which requires that in any office remodelling project, the lighting be made to conform to the most current standards in State of California Title 24. This change would reduce lighting levels from the usual 5 or 6 watts per square foot to 1 1/2 watts per square foot. This can be accomplished with minimal effect on the occupants and will save a considerable amount of energy for an average office building in the Downtown. Enforcement would be through the standard plan check and building inspection functions of the City.

Responsibility: Planning Department, Codes and Inspection Division; Energy Office

Funding: General Fund

3.2.2 In conjunction with the Energy Commission, develop solar protection legislation.

Responsibility: Planning Department, Codes and Inspection Division, Energy Office, Energy Commission

Funding: General Fund and Energy Office

3.2.3 In conjunction with the Energy Commission, develop guidelines and standards that adapt State of California Title 24 requirements to Berkeley's climatic conditions.

Responsibility: Planning Department, Codes and Inspection Division, Energy Office, Energy Commission

Funding: General Fund and Energy Office

3.2.4 Include in the Design Review Guidelines requirements for design sensitive to passive solar gain for the buildings, solar access to any public outdoor spaces, and the protection of active solar devices in neighboring buildings.

Responsibility: Planning Division

Funding: General Fund

3.2.5 In design review for new construction, require solar diagrams illustrating the shadow impacts of new construction on the sidewalk on the East side of Oxford Street and the North side of Center Street. Protect solar access by prohibiting buildings that cast shadows on the East side of Oxford Street and the North sidewalk of Center Street at noon on December 21st.

Responsibility: Planning Department

Funding: Through the established permit process.

Projects

3.2.6 Undertake a publicity campaign, with informational brochures, to encourage all property owners in the Downtown to conserve energy and to replace inefficient systems and equipment whenever practical, including the installation of insulation, weather stripping, and energy efficient lighting.

Responsibility: Energy Office

Funding: Energy Office

3.2.7 Establish programs to encourage all businesses in the Downtown to recycle whatever materials are possible, including paper, glass, and aluminum.

Responsibility: Public Works Department

Funding: General Fund, Refuse Collection Funds

3.3 ***FIRE***

C OBJECTIVES AND POLICIES

Objective 3

PROTECT DOWNTOWN BUILDINGS AND THEIR OCCUPANTS FROM FIRE HAZARDS.

The Fire Department administers the Uniform Fire Code and the applicable sections of law contained in the California Health and Safety Code, California Administrative Codes, Title 19, Public Safety, and Title 24, Building Standards. They are responsible for fire and life safety requirements for new construction and renovation as well as suppression of any fire that may occur in the Downtown. As the number of people and cars increases Downtown, the job of the Fire Department becomes more and more difficult. Response time is slower as the emergency vehicles have to deal with increased traffic on the street, and the difficulty of fire suppression and rescue increases as the buildings become taller and closer together. Ladders do not reach higher buildings, particularly when they are coming up from narrow streets, and buildings that are close together can spread fire more readily if appropriate fire walls and separations are lacking. The Uniform Fire Code, Uniform Building Code, and California Administrative Code Title 24 Building Standards provide minimum requirements for building construction, but it is likely that the Fire Department will

want additional requirements in the Downtown area governing construction of both high rise buildings over seven stories, should any be permitted, and for other lower rise structures.

Policies:

3.1 Insure that the vitality and development in the Downtown does not lead to additional dangers from fire and the spread of fire from one building to another.

3.2 Insure that new projects and renovation projects in the Downtown do not jeopardize the safety of the occupants in the event of a fire.

3.3 D PROGRAMS

Ordinance and Regulatory Changes

3.3.1 Working with the Fire Marshall, develop additional fire and life safety regulations, in addition to the requirements in the Fire Code, that will apply to high rise, and low rise new construction and renovation in the Downtown.

a) Total automatic sprinkler protection for:

- all buildings 4 or more stories in height;
- all buildings more than 36 feet in height;
- all buildings requiring a fire flow of 2,000 gpm or more;
- all buildings of an H (hazardous) building code classification.

b) Approved fire alarm system for all buildings 4 or more stories in height.

c) The possibility of approved smoke control in buildings of certain size and height.

Responsibility: The Fire Department, Codes and Inspection Division.

Funding: General Fund for Ordinance Development; fees from applicants for enforcement. Costs to the individual owners cannot be determined at this time.

3.4 **HAZARDOUS WASTE, TOXIC MATERIALS AND OTHER HAZARDS**

C OBJECTIVES AND POLICIES

Objective 4

INSURE THAT THE DOWNTOWN ENVIRONMENT IS FREE OF TOXICS AND HAZARDOUS WASTE.

As in other parts of the City, the scale of the hazardous waste and toxics problem in the Downtown is a relative unknown. Unlike West Berkeley, however, the Downtown has not contained a number of uses traditionally associated with a severe contamination problem. There has been no history of industrial uses, no major manufacturing plants, and no scientific or silicon valley type of laboratories. There have been, however, several dry cleaning establishments, one of which was located at the site of what is now one of the Downtown's more popular pedestrian environments, Trumpetvine Court. Dry cleaning establishments and laundries, in addition to the well publicized problems with the chemicals used in the processes, often had wells down to the 15-18 foot water table. These were often 5-8 feet in diameter and made out of brick. They may have been filled in but usually have not been removed.

There have also been a number of automobile repair and service facilities in the Downtown, uses also traditionally associated with ground water and soil contamination. This contamination is often from the underground tanks containing gasoline and waste oil. Underground tanks, particularly those over about twenty years of age, are often found to contain corroded areas that permit the leakage of the contents into the surrounding soil. The subsequent problems with the soil and water contamination must be addressed prior to any reuse of the site.

The third major known source of toxic contamination in the Downtown comes from the heating oil tanks located under the sidewalks. Prior to 1920 the major source of fuel for heating was fuel oil, with the storage tanks located to permit easy filling from the delivery trucks. In the residential areas the tanks were often visible in the back yards, but in the Downtown they were almost all underground in the sidewalk areas. These oil tanks have not been used for thirty years and most are leaking. Prior to new development, these tanks must be removed and the soil, if contaminated, removed also. The sidewalks will then have to be reconstructed. Existing businesses can also be required to deal with the potential hazard created by these toxic contaminants.

The City of Berkeley has only recently developed experience in administering ordinances regulating hazardous materials and toxic contamination. In the Spring of 1986 the California Hazard Communication Regulation went into effect. It is designed to inform employees of physical and health hazards of materials in the workplace. In July of 1987 a federal law also took effect making the "Right to Know" a national requirement. The available information on hazardous material in the Downtown can be expected to expand rapidly as a result of these requirements. Also, the City of Berkeley has an ordinance which requires that the information be made available to fire fighters, health officials, planners, and elected officials so that the location and type of hazardous materials currently in use can be monitored, and that information made available in the event of an emergency. The Environmental Health Division of the Health and Human Services Department is responsible for this regulation and is currently enforcing the requirements. The City also regulates underground tanks that are currently in use, although there is incomplete information about the tanks that have been abandoned for many years. Once they are identified they can, under the provisions of existing codes, be required to be removed, or filled and sealed.

Finally, there is no adequate and systematic regulatory procedure for the development of information on possible toxic contamination and subsequent follow up. All development projects that fall under the requirements of the California Environmental Quality Act (CEQA) are assessed, and follow up tests required if indicated, but not all potential problems can be discovered through development applications. The Environmental Health Division will also respond to the complaints of citizens,

but an organized, systematic approach to the problem is necessary if the Downtown environment is to be made safer.

Policies:

4.1 Provide information about the risks from hazardous waste, toxic materials and other hazards, and minimize these risks where possible.

3.4 D PROGRAMS

Ordinance and Other Regulatory Changes

3.4.1 Develop local policies regarding hazardous materials, contamination of soil and water, and clean up, both City wide and for the Downtown specifically. Require disclosure of underground tanks on the property and possible toxic contamination at the time of sale.

Responsibility: Environmental Health Division

Funding: General Fund. The City can charge a fee for the filing of the report, as is done with the forms required under the Residential Energy Conservation Ordinance. This fee can legally be high enough to cover the cost of administering and enforcing the actual filing of the reports as well as the cost of reviewing the reports for completeness and the presence of any contamination or tanks requiring further attention. Follow up work necessary to monitor the tank removal and cleanup can be covered by permit fees required for the work under existing regulations. The development of the regulations themselves would need to be included in the Division work program.

Studies

3.4.2 Conduct a survey of the past history of land use activity in the Downtown to

determine which sites may have a contamination problem and where the underground tanks are located.

Responsibility: Environmental Health Division of the Health and Human Services Division, Planning Division

Funding: General Fund

3.5 OPEN SPACE AND RECREATION

C OBJECTIVES AND POLICIES

Objective 5

DEVELOP THE DOWNTOWN AS A PLEASANT PLACE FOR PEDESTRIANS

The major open space in the Downtown area is the Martin Luther King Jr. Civic Center Park, which serves the surrounding buildings (including Berkeley High School), the nearby neighborhood, primarily through the tot lot, and the Downtown as a whole. It is the only expanse of green, landscaped vegetation within the Downtown, although the University of California campus to the immediate East does provide both extensive grassy areas and more rustic wooded settings. (Figure 3.1).

Also within the Downtown area is the BART Plaza area, an outdoor space of brick with a few trees. This area is currently very unappealing and is often claimed territorially by street people and groups of youth. Popular outdoor spaces in the Downtown are small, privately owned areas that are sunny and available for sitting, reading and watching people. These include the Bank of America Plaza and Trumpetvine Court. In addition, people make use of all available seating areas during the lunchtime period in nice weather, with people sitting on the edges of planter boxes as well as benches. (See Figure 3.2: Downtown Open Space)

Just to the North of the Downtown is Ohlone Park, a linear park acquired from BART that has space for more organized outdoor sports activities, including softball, basketball, picnicking and dog exercise. Within the Downtown itself, organized recreational activities are indoor only, with swimming and aerobics classes available at the YMCA.

The development of a pleasant place for pedestrians is an important aim of the Downtown Plan, and is a key ingredient in the success of many other strategies. This strategy will need to focus on increasing the utility of, and desirability of, the existing spaces, developing additional spaces, and providing space for many of the activities outlined in the Social/Cultural Element. The open space in the Downtown also includes the public areas of the Downtown like the sidewalks, an often neglected part of the pedestrian experience and an area where much improvement is needed in the Downtown. The sidewalks are dirty and littered, and their appearance does little to enhance the experience of the area for the pedestrian.



Figure 3.1: University Of California Open Space East of Downtown

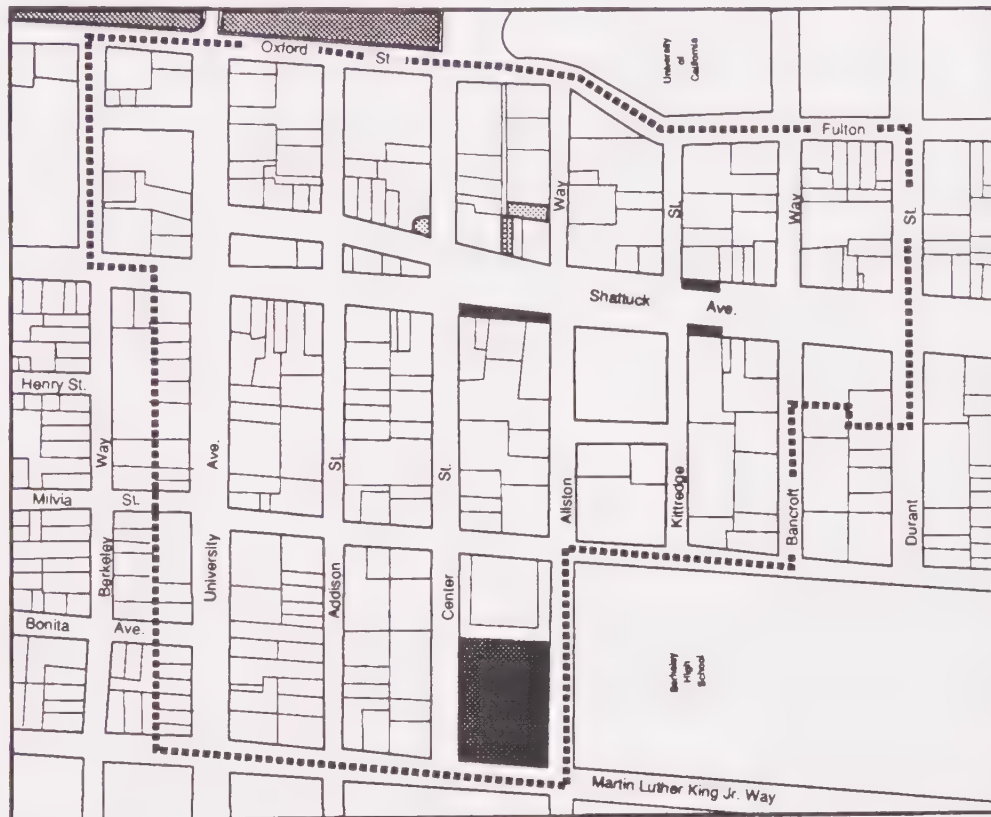


Figure 3.2

Downtown Open Space

- Public Open Space
- Semi Public Open Space
- Private Open Space

Policies:

5.1 Provide cultural and recreational activities for a wide range of people.

5.2 Provide a variety of outdoor spaces for pedestrians, particularly gathering spaces. Insure that these outdoor spaces are comfortable by emphasizing sunlight access, views, and sun and/or wind protection where appropriate.

5.3 Enhance the existing open space in the Downtown, including the Civic Center Park area and the BART Plaza.

5.4 Provide pedestrian amenities.

D PROGRAMS

Short Term Capital Improvements

3.5.1 Develop a street tree planting plan, including desirable locations for open space, and a variety of sitting areas for pedestrians, including improving existing pedestrian amenities.

Responsibility: Public Works Department.

Funding: Street trees for the Downtown cost about \$50,000 per street, with benches and other amenities adding to the cost. The money could be obtained from grants or from a creative donation program. The donation program would permit merchants, owners and users of the Downtown to contribute to the area by “purchasing” a tree, bench, or other amenity for the area.

3.5.2 Establish a street and sidewalk cleaning program, provide more trash receptacles, and increase litter collection efforts.

Responsibility: Public Works Department, working in conjunction with the Chamber of Commerce and the merchants.

Funding: The “buy a bench or amenity” program, Public Works Department budget, the Chamber of Commerce

3.5.3 Improve the landscape maintenance along Shattuck Avenue and establish more frequent and seasonal plantings in the planter beds.

Responsibility: Public Works Department

Funding: Benefit Assessment District, General Fund

3.5.4 Establish a special program for landscape and environmental improvements, maintenance of street trees and sidewalk cleaning along University Avenue, including an integrated pest management program.

Responsibility: Public Works Department, working with the Chamber of Commerce and the merchants

Funding: General Fund, Chamber of Commerce, Benefit Assessment District

3.5.5 Work with the Downtown vendors to establish better litter collection, maintenance standards and configurations.

Responsibility: Finance Department, Public Works Department

Funding: Benefit Assessment District, General Fund, Business License Fees.

D.6 Improve pedestrian-level night lighting in the plazas and along the streets. Improve sidewalk paving, and add pedestrian curb cuts at intersections where needed. Ensure adequate crossing times at signals for pedestrians.

Responsibility: Department of Public Works

Funding: General Fund, Benefit assessment district

3.5.7 Develop a plan for redesigning the Civic Center area. The plan will include ways to develop and tie the Veterans Memorial Building, the Civic Center Building, the Community Theater and the High School, Old City Hall (The School Administration Headquarters), and the park into a Civic Center complex. The relationship of the buildings to each other and to the park will be improved in the plan, and it should also include a performing arts area for groups of various sizes, and provisions for making the fountain work.

Responsibility: Planning Department, Public Works Department, Civic Arts Commission, Parks and Recreation Commission, Alameda County, Berkeley Unified School District.

Funding: It is anticipated that the design services for the Martin Luther King Jr. Civic Center Park area will cost about \$100,000. This would include working drawings and construction cost estimates. Actual construction costs will be dependant upon the design. Grants and other funding sources will need to be explored as the money is not currently available.

3.5.8 Develop a plan for the BART Plaza area that recognizes the need for a central gathering place that can be used for rallies, performances of various sizes, and other entertainment/civic functions. The program should also include investigating the relocation to the East (sunny) side of the street. The program should also explore the creation of a public exhibition space that can be used by the neighborhoods for exhibits.

Responsibility: Public Works Department, Planning Department, Civic Arts Commission, Parks and Recreation Commission, Bay Area Rapid Transit District.

Funding: As above, the design services are expected to cost about \$100,000.

3.6 SEISMIC SAFETY

C OBJECTIVES AND POLICIES

Objective 6

REDUCE THE RISK OF EARTHQUAKE DAMAGE TO PEOPLE AND PROPERTY

California will experience additional strong earthquakes in the future. Hazardous buildings and appendages, such as overhanging cornices, are threats to the safety of people during these strong earthquakes. Not all buildings are equally vulnerable to seismic effects, however; the design and material of construction has a significant effect as do the requirements in place at the time of construction. Seismic requirements have become successively more sophisticated as knowledge and technology have advanced.

Unreinforced masonry buildings are the most dangerous kind of building. This was a common form of construction prior to 1933, when the Long Beach earthquake caused extensive damage. Since that date cities throughout California have gradually added earthquake standards to their building codes. While these only apply to new construction, they have slowed the rate at which hazardous buildings have been constructed. They have not addressed the need to deal with the existing stock, however, including the unreinforced masonry buildings. Strengthening these buildings to resist collapse during an earthquake would considerably reduce the potential threat to life safety. Berkeley, as most communities, has a number of structures in use in the Downtown that are constructed of unreinforced masonry, including the majority of the historic structures, and all the residential hotels. Berkeley needs to address the earthquake hazard existing here, to survey the buildings, and to develop programs to reduce the hazard for the people living and working in the Downtown. In Coalinga the 1983 earthquake virtually destroyed the entire downtown business district after a moderate earthquake of only a few seconds. The 1987 earthquake in Whittier, with a magnitude of 5.9, destroyed about 30 buildings in the 10-12 block Downtown area. All were pre-1930 unreinforced masonry and mortar buildings, and a considerable amount of damage was done by

the rubble falling to the ground. The Loma Prieta Earthquake on October 17, 1989 destroyed a large part of Downtown Santa Cruz, including the historic Pacific Garden Mall. Damage to the unreinforced masonry buildings there was considerable.

Senate Bill 547 (Chapter 250, Statutes of 1986) is a new law intended to reduce earthquake hazards from unreinforced masonry buildings constructed before building codes were adopted. It requires cities and counties in Seismic Zone 4, the most active earthquake area in the State, including Berkeley, to inventory potentially hazardous buildings and to file a mitigation program with the State Seismic Safety Commission prior to January of 1990. Berkeley is complying with this requirement.

Policies:

6.1 Insure that existing, hazardous buildings in the Downtown are strengthened to resist seismic forces, or mitigated in other ways, including by demolition.

6.2 Insure that historic buildings are strengthened to resist seismic forces, while still retaining their historic value and character.

D PROGRAMS

Ordinance and Other Regulatory Changes

3.6.1 Develop an ordinance regulating seismic hazards identification and correction. The ordinance will establish requirements for the surveying, categorization, and correction of identified seismic hazards in the Downtown area. Buildings will be categorized into the following three groups:

1. buildings constructed of unreinforced masonry, except those of less than 1,900 square feet containing six or fewer occupants;
2. buildings constructed prior to January 1, 1935 other than unreinforced masonry;

3. buildings constructed prior to August 1, 1976 with three hundred or more occupants.

Correction timetables will depend upon the category to which the building is assigned, reflecting the probable degree of hazard to life safety created by the building. The more serious the hazard, the shorter time period required for seismic strengthening and bracing.

Historic buildings are affected by these requirements, as most fall into the more hazardous categories, due in large part to their age. The ordinance will be in conformance with the State Historic Building Code (Part 8 of Title 24 of the California Administrative Code). Within that framework owners of qualifying historic buildings will be required to follow slightly amended procedures which shall allow for the use of archaic or historical methods of construction that may be at variance with current code requirements. A qualifying historic building, in this case, is defined as "any structure or collection of structures, and their associated sites deemed of importance to the history, architecture, or culture of an area by an appropriate local or state (or national) governmental jurisdiction....". The intent of this portion of the regulations is to provide a means for the preservation of the historic value of the designated buildings, reflecting their importance to Downtown Berkeley, while at the same time to provide for the reasonable safety of the occupants of the buildings.

Responsibility: Planning and Community Development Department, Codes and Inspection Division.

Funding: No money is available from the State of California for compliance with laws requiring either the identification or correction of hazards. Fees to cover the costs associated with the implementation of the ordinance can be charged to the applicants, to the extent that they represent actual costs to the City. Funds for the initial staff work, and any required consultant fees will have to come from the City General Fund.



4. ECONOMIC

A. STRATEGIC STATEMENT

Downtown is the economic heart of Berkeley, providing jobs, revenues, shopping opportunities, and services for Berkeley residents and people from other communities. Economic revitalization is one of the main goals of the Downtown Plan.

B. BACKGROUND

The Downtown Central Business District is the historic center of Berkeley's economic activity. When Berkeley was incorporated in 1878, Shattuck Avenue was already established as the City's main street, a pattern which has continued unchanged through the present day. The location of the University of California, the largest employer in Berkeley, immediately to the East of the Downtown, and the City of Berkeley offices on the West of the Downtown frame the core and serve as two main anchors for the area. Both uses are integral to the economic health of the area as they employ a total of about 12,000 people, and provide a base of people who become the patrons of many of the Downtown establishments. Their location on either side of the Downtown insures an influx of visitors through the Downtown with destinations in either location. There are no such anchors for the North and South edges of the Downtown, where the economic activity lacks a clear end point and base of customers.

Public sector employment is very important to the Downtown and, excluding UC Berkeley, 48% of all public sector jobs located in Berkeley are in the Downtown. The stabilizing influence of this presence is very important to the Downtown economy as public employment levels and public employee spending patterns are less likely to fluctuate in recessionary periods than comparable private sector employment. The private sector is also important to the Downtown, however, as approximately 10% of the City's private sector jobs are in the Downtown, and of those, a full 80% are in the retail and service sectors. (See Table 4.1: Downtown Employment by Sector)

The plan emphasizes strengthening the retail sector, which is important to the future vitality of the Downtown economy, and the subsequent success of the overall

Table 4.1: PRIVATE SECTOR EMPLOYMENT BY INDUSTRY

| INDUSTRY | DOWNTOWN EMPLOYEES | CITY EMPLOYEES | % OF BERKELEY PRIVATE SECTOR EMPLOYEES LOCATED IN THE DOWNTOWN |
|-----------------------------------|-----------------------|-------------------|---|
| Agriculture, Forestry, Fishing | 5 | 280 | 2% |
| Mining, Construction | 34 | 2881 | 1% |
| Manufacturing | 141 | 5690 | 2% |
| Transportation, Pub. Utilities | 143 | 1198 | 12% |
| Wholesale Trade | 28 | 1198 | 2% |
| Retail Trade | 1420 | 9156 | 16% |
| Finance, Insurance, Real Est. (a) | 204 | 727 | 28% |
| Lessors of Real Estate (b) | 131 | 3461 | 4% |
| Services | 1970 | 14,138 | 14% |
| Miscellaneous | 0 | 459 | 0% |
| TOTAL | 4076 | 39,188 | 10% |

(a) This source does not include banks or savings and loan associations.

(b) Lessors of real estate (property owners) are separated from more traditional finance, insurance, and real estate businesses (i.e. real estate brokers, insurance agents, commodities dealers).

revitalization efforts. There is some diversity of retail establishments in Downtown Berkeley, but nearly 40% of all retail establishments in the Downtown are eating and drinking establishments, and 29% are specialty retail stores. In addition, most of the businesses in the Downtown are small, with over 70% of the businesses employing fewer than 6 employees. An analysis of the business gross receipts showed that Downtown business revenue accounted for 16% of all revenue reported to the City of Berkeley during 1985, although the businesses themselves accounted for only 6% of the number of businesses. This suggests that Downtown businesses are, on the average, experiencing a higher volume of sales than businesses in other areas, in spite of the common perception among residents that the Downtown economy is faltering. Downtown retail receipts are also rising at the same rate as inflation.

Still, the image of the Downtown shopping environment needs to be improved, as the area cannot continue to thrive into the future without improving and promoting the positive aspects to both new retailers and customers. This is particularly true if Downtown is to support expanded retail development. Given the apparent Berkeley preference for smaller specialty stores, and the apparent unwillingness of major retail anchors to consider locating in Berkeley's Downtown ("Analysis of Down-

town Berkeley's Retail, Office, and Residential Markets" by Lynn Sedway and Associates, November 1985), it would appear that a coordinated approach to the Downtown, providing an increased and more balanced blend of smaller stores in a desirable physical environment, would provide a positive way to build on Berkeley's economic strengths. The feasibility of expanding and improving the retail market is a complicated question; it appears that construction of new retail space is feasible given the present market conditions as new ground floor space has been developed in new office projects in the past few years. However some of this new space has remained vacant. Presently it has been difficult to lease some of the new and existing space in areas of the Downtown outside the Shattuck Avenue shopping area. Studies by the Office of Economic Development show the ability of the area to support additional retail uses, given the spending power of the employees and residents. Maintaining and improving the diversity during the expansion will be a challenging goal, as will be that of attracting either a single major retail anchor, or an appropriate grouping of stores as a substitute, into the Downtown. Downtown retail stores have started to capture a significant portion of the identified potential, however. (See Table 4.2: Retail Subsectors in Downtown Berkeley).

The current Downtown office market appears to be healthy, experiencing a lower vacancy rate than surrounding communities. The trend Downtown in recent years

Table 4.2: RETAIL SUBSECTORS IN DOWNTOWN BERKELEY - 1983-86

| SUBSECTOR | CHANGES IN BUSINESS LICENSES | | CHANGE IN | | | |
|-------------------------------|---------------------------------|------|-----------|-------|--------|------|
| | # | % | # | % | | |
| Building and Garden Materials | -1 | -33% | -4 | -14% | (a) | - |
| General Merchandize Stores | -1 | -20% | -66 | -47% | (a) | - |
| Food Stores | +4 | +36% | +46 | +110% | +759 | +22% |
| Auto Dealers/Service Stations | -3 | -38% | -3 | -4% | (a) | - |
| Apparel & Accessory Stores | NC | NC | +24 | +21% | +923 | +15% |
| Furniture & Home Furnishings | -5 | -25% | -16 | -23% | -1,268 | -17% |
| Eating & Drinking Places | +15 | +26% | +178 | +34% | +5,922 | +48% |
| Miscellaneous Retail | -14 | -20% | -5 | -2% | +4,766 | +28% |
| TOTAL | -5 | -3% | +154 | +12% | +8538 | +12% |

(a) Gross receipts omitted because their publication could result in the disclosure of confidential information.

(b) Includes subsectors omitted because too small to disclose individual subsector total.

has been for the development of additional office space, with some retail on the first floor, rather than for other types of development such as residential or mixed use with residential. The continued demand for additional office space seems likely, given historical development patterns, the low vacancy rate and the desirability of Berkeley and the Bay Area.

The employment provided by office uses matches the employment needs of those registering with the State Employment Development Department Office (EDD) in Berkeley (additional information is in background documents prepared by the Office of Economic Development and available from the Planning Division Offices), and as such, represents a use of value to the City. Most of the Berkeley Office's unemployed people are in clerical, services and professional/technical categories and most jobs of these types are located in offices. It is important to note, however, that EDD data under represents people with little or no work history, a significant number of whom may best fit into entry level jobs in the retail sector. (See Table 4.3: Profile of Applicants at the Berkeley Employment Development Department Office)

The employees in offices also represent an important source of customers for the Downtown retail and restaurant businesses and are also a factor in the health of other sectors in the Downtown. The amount of office space must be carefully controlled, however, because an over supply, with a subsequent high vacancy rate, contributes to an image of a declining area. The desired vitality comes from a balanced mix of various land uses, all of which are needed to attract the volume of people necessary to make the Downtown a thriving, 24-hour center for the City.

Residential uses have not been built in the Downtown in recent years. Studies by the Planning Division and the Office of Economic Development show that housing in the area could be built but that housing is a land use that is likely to require the most government support. In order to build housing affordable by a wide range of income groups rather than just the upper end of market rate, substantial subsidies will be required, and the focus of the City of Berkeley would have to be on the creation of housing in the Downtown, rather than in other areas of the City. Currently, construction costs per square foot are greater for residential property than for office or retail uses, but current market lease rates are lower on a per square foot basis for residential than the other two. The current inclusionary zoning

Table 4.3 PROFILE OF APPLICANTS AT THE BERKELEY EDD OFFICE

7/1/86 - 6/30/87

| | | |
|---|------|-------|
| TOTAL APPLICANTS AND RENEWALS: | 100% | 3,359 |
| AGE: | | |
| 16 | 35 | 114 |
| 16-19 | 12% | 387 |
| 20-21 | 55 | 165 |
| 22-39 | 58% | 1955 |
| 40-54 | 17% | 584 |
| 54+ | 4% | 148 |
| SEX: | | |
| Male | 64% | 2136 |
| Female | 36% | 1222 |
| HIGHEST SCHOOL GRADE: | | |
| 0-7 | 1% | 42 |
| 8-11 | 17% | 584 |
| 12 | 32% | 1076 |
| 12+ | 48% | 1628 |
| RACE/ETHNICITY: | | |
| White | 28% | 954 |
| Black | 46% | 1554 |
| Hispanic | 8% | 252 |
| American Indian & Alaska Native | 0% | 7 |
| Asian & Pacific Islander | 6% | 191 |
| Information Not Available | 11% | 370 |
| OCCUPATIONAL CATEGORY: | | |
| Professional, Technical & Managerial | 14% | 465 |
| Clerical | 24% | 806 |
| Sales | 5% | 169 |
| Domestic Service | 4% | 146 |
| Other Service | 18% | 590 |
| Agriculture, Fishery & Forestry | 2% | 68 |
| Processing | 2% | 77 |
| Machine Trades | 4% | 140 |
| Benchwork | 2% | 71 |
| Structural Work | 9% | 318 |
| Motor Freight/ Transportation | 3% | 109 |
| Packaging & Materials Handling | 6% | 207 |
| Misc. Occupations | 1% | 24 |
| No Classification | 5% | 169 |

Source: California Employment Development Department ENDS output reports.

Prepared by: City of Berkeley Office of Economic Development, 8/3/87

requirement and the parking requirements have also been cited as increasing the cost of residential development in Berkeley. Thus it seems unlikely that for-profit developers will develop housing in the Downtown for people of different income levels without some form of public assistance. In order to produce affordable housing, the City's housing subsidy efforts would have to shift focus solely to the Downtown, and on obtaining additional sources of subsidy. Even additional upper income housing will require regulatory changes because rents now needed to cover unsubsidized development costs are at or above the level which even the upper income market will bear.

C. OBJECTIVES AND POLICIES

Objective 1

ENHANCE THE ECONOMIC VITALITY OF THE DOWNTOWN WITH A MIX OF BUSINESSES TO SERVE A WIDE VARIETY OF PEOPLE. (See Table 4.4: Changes in Downtown Berkeley Businesses by Industry: 1983-1986)

To attract a wide variety of people to the Downtown, the Downtown needs to have within it a mix of uses that is both varied and mutually reinforcing.

Policies:

1.1 Insure that the mix of uses in the Downtown is appropriate to the Downtown's location both as a part of Berkeley and the larger region.

1.2 Provide opportunities for small, non-franchised businesses.

1.3 Improve the opportunity for night time and weekend activities in the Downtown to provide for a longer period of activity in the area.

Table 4.4 CHANGES IN DOWNTOWN BERKELEY BUSINESSES BY INDUSTRY: 1983-86 (1)

| SIC Industries | 1986 Business Licenses | 1983 Business Licenses | % Change | 1986 (2) Employees | 1983 (3) Employees | % Change | 1986 (4) Gross Receipts | 1983 (4) Gross Receipts | % Change |
|-------------------------------------|------------------------------|------------------------------|-------------|-----------------------|-----------------------|-------------|-------------------------------|-------------------------------|-------------|
| Agriculture, Forestry, Fishing (5) | 3 | 3 | 0% | 5 | 5 | 0% | N/A | N/A | N/A |
| Mining, Construction (5) (6) | 10 | 6 | 67% | 34 | 32 | 6% | N/A | N/A | N/A |
| Manufacturing | 13 | 17 | -24% | 141 | 150 | -6% | \$1445,454 | \$1407,332 | 3% |
| Transportation, Pub. Utilities (7) | 12 | 10 | 20% | 143 | 129 | 11 | \$85,719,885 | \$76,759,559 | 125 |
| Wholesale Trade (5) | 5 | 6 | -17% | 28 | 35 | -20% | N/A | N/A | N/A |
| Retail Trade | 192 | 197 | -3% | 1420 | 1266 | 12% | \$77,916,611 | \$69,377,748 | 12% |
| Finance, Insurance, Real Estate (8) | 33 | 26 | 27% | 204 | 150 | 36% | \$11,869,281 | \$4,920,467 | 14% |
| Lessors of Real Estate (9) | 126 | 121 | 4% | 131 | 117 | 12% | \$14,864,307 | \$9,743,880 | 53% |
| Services | 320 | 321 | 0% | 1970 | 1822 | 8% | \$90,870,187 | \$67,970,251 | 34% |
| Total (10) | 714 | 707 | 1% | 4076 | 3706 | 10% | \$284,971,682 | \$230,989,857 | 23% |

- (1) The source of this data is the City of Berkeley License data, 1983, 1986. This source does not include public institutions (i.e., State Department of Health, University of California at Berkeley, University of California Office of the President, City of Berkeley). The geographic area studied includes businesses within the area outlined by the Berkeley Way, Oxford Street, Fulton Street, Durant Avenue, and Martin Luther King Jr. Way.
- (2) In 1986, 46 businesses reported 0 employees, 36 of these were in the "operators and lessors of real estate" SIC classification.
- (3) In 1983, 52 businesses reported 0 employees, 35 of these were in the "operators and lessors of real estate" SIC classification.
- (4) Gross receipts reported on 1986 and 1983 business license applications are previous fiscal year receipts.
- (5) Gross receipts omitted because their publication could result in the disclosure of confidential information.
- (6) Includes businesses working on contract in Berkeley, with offices elsewhere.
- (7) Includes Pacific Gas and Electric collection office.
- (8) Does not include banks or savings and loans associations.
- (9) Operators and lessors of real estate (property owners) are required to obtain a City of Berkeley Business License. They are separated from traditional finance - insurance - real estate businesses in this table.
- (10) Gross receipts total includes all businesses, including those in industrial sectors too small to disclose industry total.

Objective 2

STRIVE FOR A SOCIALLY DIVERSE, ECONOMICALLY THRIVING DOWNTOWN, INCLUDING A STRONG RETAIL SECTOR.

For much of this plan to be successful, a large number of people must be encouraged to come to the Downtown, to shop while they are there, and to linger once their main business is taken care of. The Downtown must become a central focus of the community, not merely a place to work and run a few errands. Various strategies can be used to attract people to the area, including special events and coordinated promotions such as those carried out through a Main Street Program, where the Downtown is promoted and advertised as a unified shopping area, an attractive meeting place, and a stage for a variety of community activities. The retail/service mix, covered in Objective 1, is critical to this type of promotion as the available goods and services must be balanced to insure quality and variety in order to permit the Downtown to compete with other shopping environments, like Hilltop Mall. It will also be necessary to attract shoppers from office and residential uses within the Downtown, and from areas outside Downtown, to support expanding retail.

Also important to attracting people to the Downtown is the accessibility of the area and the ease with which people can both get to and move around within the area, as set forth in the Circulation element. Downtown is fairly easy to get to, and easy to move around in but often it is difficult for shoppers and other short-term visitors to the area to find a place to park. Strengthening the retail component will require addressing the needs of the short-term parkers, as outlined in the Circulation element.

The final aspect to this objective is the safety and security of the people in the Downtown, and the perception of a clean, attractive, inviting environment. Without this feeling, people will not come to and will not remain in the Downtown and all programs and facilities requiring the presence of the people will suffer accordingly. Strategies to improve the Downtown's image and the perception of safety are, thus tied in to strategies to improve the retail shopping activity. Policies in the Environmental Quality Element also address this objective.

Policies:

2.1 Draw a wide variety of Berkeley residents to Downtown.

2.2 Enhance the shopping activity in the Downtown so that it serves local residents, employees and regional residents.

2.3 Enhance the safety and security of people Downtown.

Objective 3

PROVIDE EMPLOYMENT OPPORTUNITIES FOR BERKELEY RESIDENTS

The Downtown serves as an important employment center for Berkeley, and as such can help the City of Berkeley meet an overall economic goal of providing employment opportunities for residents. Offices provide the bulk of permanent jobs for skilled workers and lesser skilled clerical and service workers. Retail jobs, although currently smaller in number and lower paid may grow if retail expansion strategies succeed. Berkeley residents registering with the State of California EDD Office are, on the average, more skilled white collar and technical than in other locales. However, the predominance of the unemployed are in clerical and service occupations, along with manufacturing. Providing for both entry level and skilled jobs will enable a wider range of residents to find employment opportunities in the area. A first source hiring program will help match all available employment opportunities with qualified applicants.

Policies:

3.1 Attract businesses that have employment needs that match the employment needs of Berkeley residents.

3.2 Attract businesses that provide entry level employment opportunities and that hire youth.

3.3 Encourage hiring of Berkeley residents.

Objective 4

INSURE THAT THERE IS A BALANCE BETWEEN REVENUES AND EXPENDITURES.

Some expenditures of City funds will be necessary to achieve certain of the goals outlined in this plan. As part of an overall economic policy these expenditures must be analyzed, minimized where possible, and fit into a framework of overall revenues and expenditures for the City of Berkeley as a whole. Fair and creative approaches will need to be explored to insure that the additional burdens placed upon businesses in the Downtown do not adversely affect the economic activity, and thus the mix of businesses.

4.1 Determine the fiscal impacts of development Downtown

4.2 Insure that all public and private development Downtown contributes positively to the Downtown and pays its share of development costs and impacts associated with housing, traffic, transit, parking, infrastructure and other impacts as may be identified.

4.3 Investigate development incentives (tax benefits, density bonuses, etc) to encourage appropriate Downtown development.

D. PROGRAMS

Ordinance Changes and Other Regulatory Actions

1. Require new development to participate in a first source hiring program, both during the construction phase and during the subsequent occupancy of the buildings.

Responsibility: Office Of Economic Development, community based employment and training organizations

Funding: General Fund, various federal employment and training programs, competitive grants, charges to some employers for services, CDBG

Studies

2. Develop an economic development program to attract a retail anchor (a single large store or a grouping of smaller stores) in the Downtown, near the BART Station.

Responsibility: Office of Economic Development, Downtown merchants and property owners.

Funding: An assessment district or General Fund.

3. Develop additional ways to finance improvements in the Downtown, exploring such things as benefit assessment districts, user fees, various grant applications and creative capital improvement financing strategies.

Responsibility: Public Works Department, Finance Department and Office of Economic Development.

Funding: General Fund initially, although the funding sources located will be of assistance in paying for some of the associated costs later on in the process.

4. Require development projects to mitigate the costs associated with its impacts in accordance with standards established in the city-wide mitigation, fee and exaction ordinance. This ordinance covers payments to offset housing, transportation, child care, public service costs, and other impacts.

Responsibility: Planning Department, Office of Economic Development.

Funding: The Office of Economic Development has, in conjunction with the Planning Division and the Legal Department, prepared an authorizing ordinance for mitigation of impacts. Implementation of the ordinance, including the development of the forms would be done with General Fund monies, the review of the studies would be completed as part of the development review process.

5. Develop information on the appropriate mix of businesses for the Downtown to be used as a basis for a retail marketing strategy.

Responsibility: The Office of Economic Development

Funding: General Fund, or possibly funded through the Assessment District.

6. Prepare an analysis and develop the appropriate programs to insure that an incubator type space can be provided in the Downtown to provide low-cost start-up and business support for new, small, non-franchise companies.

Responsibility: Office of Economic Development

Funding: General Fund, and other grant sources as may be appropriate.

Projects

7. Encourage the merchants in the Downtown to participate in a coordinated publicity campaign that is tied to major events in Berkeley and the Downtown, such as the start of the school year at the University, festivals, parades and art fairs in the Downtown.

Responsibility: Downtown merchants and the Chamber of Commerce. This would also be something that a Main Street type of program could coordinate.

Funding: The affected merchants either directly or through an assessment district supporting a Main Street type of program.

8. Provide police foot patrol on Shattuck and University Avenues.

Responsibility: City of Berkeley Public Safety Department

Funding: General Fund or an Assessment District. One patrol officer can be expected to cost an additional \$92,297, including direct costs, benefits and related Public Safety Department costs. Two people, on one shift from 9-6 would allow enough flexibility to cover the entire area.

9. Encourage the formation of a private organization to develop a marketing program for the Downtown. This could be a facet of a Main Street Program, which would be responsible for coordinating hours of operation, promotional events, and encouraging merchants to participate in coordinated publicity campaign tied to major events Downtown.

Responsibility: Downtown merchants, with some assistance from the Chamber of Commerce and the City of Berkeley.

Funding: Downtown merchants, possibly through a Main Street type of program supported by an assessment district.

10. Encourage the private organization to recruit new tenants and businesses to the Downtown to insure diversity and in accordance with the research on the appropriate mix developed by the Office of Economic Development.

Responsibility: The private organization described above

Funding: Downtown Assessment District

11. Encourage merchants to keep their stores open one or two nights a week, as part of a coordinated program.

Responsibility: The Downtown merchants, possibly coordinated through a Main Street type of program.

Funding: Downtown merchants

12. Focus a part of the work of the Economic Development Office on the retention and attraction of uniquely Berkeley businesses for the Downtown. The emphasis should be on those owned and operated by Berkeley residents.

Responsibility: The Office of Economic Development

Funding: Assessment District or General Fund revenues

Short Term Capital Improvements and Other Programs

13. Continue to develop an employment program including the Downtown so that existing businesses have access to a pool of screened applicants who are Berkeley residents and who have been screened by a job developer.

Responsibility: Office of Economic Development, Health and Human Services Department, community based agencies

Funding: General Fund, various federal employment and training programs, CDBG

14. Insure that the job training programs funded through the City of Berkeley train residents for the types of entry or modest skill-level jobs that are available in the Downtown, primarily in retail sales, restaurant work and general clerical work.

Responsibility: Office of Economic Development (to provide information on jobs available and skills needed), Health and Human Services, Planning and Community Development.

Funding: The programs are currently funded through the federal and state employment and training programs and CDBG.

15. Establish an incubator service within the Downtown to provide for support for newly created businesses in the Downtown area.

Responsibility: Office of Economic Development

Funding: Grant funds or future federal funds



5. TRANSPORTATION AND CIRCULATION

A. STRATEGIC STATEMENT

The Downtown circulation and transportation systems must support existing and proposed land uses within the framework of the goals for the Downtown. At the same time, land use policies (see section 7 Land Use Element) must recognize constraints imposed by these systems. The focus of this element is to create a Downtown infrastructure which functions at a level of service acceptable to the community. To accomplish this, the interdependence of all recommended programs, regulatory changes and strategies must be recognized. Regulatory changes and strategies result in the necessity for both existing and new developments to reduce the number of vehicle trips and are needed together with the programs and physical improvements to facilitate such a reduction. Only when these regulations, programs and physical improvements work in concert can the overall goals be met for the Downtown.

B. BACKGROUND

The Downtown Berkeley transportation and circulation systems support high intensity use and activity. Major circulation routes run through the Downtown connecting with the rest of the city and other parts of the region. Transit routes serving both the City and the region converge at the Downtown core. Because of the intensity of use and the trip attractors present, many opportunities exist in the Downtown for improved level of service to help create a Downtown which is attractive and economically healthy.

The transportation consultant for the Downtown Plan prepared reports on Conditions Assessment and Strategies, August 1986; Assessment of Land Use Scenarios and Transportation Strategies; and Transportation Program and Implementation Plan. These reports include analysis of the traffic circulation, pedestrian, and bicycle use in the Downtown; available services for public transportation, rideshare and paratransit; and travel patterns within and to and from the City by various modes. The consultants' analysis indicates that accommodating new growth in the Downtown will require carefully balancing and managing the on and off street parking supply and traffic flow to provide for safe and efficient movement of pedestrians,

autos, buses and bicyclists. Numerous improvements were identified which are necessary now to achieve an acceptable level of service of all transportation systems. The most crucial of these is the provision of a combination of incentives and disincentives to commuters to change their mode of travel. While minimal, additional physical improvements would be required to maintain the acceptable service level for new development allowed under this Plan.

B1. Travel Patterns

The travel patterns of an area, where people are coming from and the mode they use, is necessary information to enable the development of solutions to problems identified in the evaluation of the Downtown transportation system's existing conditions. For example, how far commuters live from the Downtown and where, determines whether the focus of improvements should be on transit or car/van pooling, where satellite parking facilities can be located and whether the number of commuters would support a transit shuttle.

The estimated number of week-day person trips made to the Downtown for work purposes in 1985 was 11,115. In 1977, the only year data are available, the number of non-work person trips was 36,600 (excluding walk and bike). Clearly non-work person trips comprise a much higher proportion of trips into the Downtown; however, non-work trip data are the most difficult to obtain and are the most difficult to influence. Because of this the focus of most transportation planning effort is on work trips; these can be surveyed easily and mode choices can be influenced.

Several sources of information exist for work trips, but the only data available for non-work trips is the Metropolitan Transportation Commission (MTC) 1977 work and non-work trip surveys. The characteristics of non-work trips are such that the times are spread throughout the day as opposed to work trips, which tend to be made during the peak morning and evening hours. The modal split for non-work trips into Downtown indicates that 15% are by transit with the remaining 31,110 auto person trips made in 17,300 autos, for an average auto occupancy of 1.8. Most, 82%, of the non-work trips to downtown Berkeley originated in Berkeley, Albany or Oakland.

Table 5.1 WORK MODE SPLIT AND TRIP LENGTH

| Destination | Drive Alone | Shared Ride | Transit | Walk/Bike | Trip Length (one-way) | Source |
|--|-------------|-------------|---------|-----------|--------------------------------------|--------|
| Central Business District | 35% | 19% | 31% | 15% | | a |
| | 40 | 12 | 37 | 11 | 76% under ten miles | b |
| | 43 | 7 | 40 | 10 | | c |
| University of California | 49% | 15% | 11% | 25% | | d |
| | 47 | 16 | 13 | 24 | | e |
| | 60 | 10 | 12 | 18 | avg. 8.6 miles 67% under 10 miles | f |
| Central Berkeley (includes downtown, U.C., LBL, North-side/South Campus) | 48% | 18% | 19% | 15% | avg. 5.3 miles 67% under 4 miles | a |

Source:

- a. MTC (1977)
- b. Workplace Survey (1981); does not include employees of U.C. Systemwide or of business with fewer than 25 employees. U.C. Systemwide mode shares are 53% drive alone, 15% shared ride, 19% transit, 13% walk and bike (1980).
- c. Workplace Survey (1983); does not include employees of U.C. Sample represents downtown employers with a total of 3525 employees. Multiple responses were obtained, so results were normalized to add to 100%.
- d. MTC (1977); includes students who work half time or more on campus.
- e. U.C. Faculty/Staff Survey (1980); omits students and occasional employees.
- f. U.C. Faculty/Staff Survey (1985); omits students and occasional employees.

Table 5.1 shows the work mode split as well as average length of work trips from the various sources available. The figures that this plan and others have used is source b. shown on Table 5.1, which indicates that 40% of the work trips are by the single occupant vehicle (SOV), shared ride is about 10-15%, transit at 35% and walk and

bicycle trips at 10-15%. The trip length information all indicates that the Downtown has a high percentage of short trips, 76% under ten miles, while in the larger Central Berkeley area 67% of the trips are under four miles. Approximately 52% of the work trips originate in Berkeley, Albany and North Oakland, as indicated in Table 5.2.

The ability to change people's mode of travel is the key to maintaining an acceptable level of service in the Downtown. Because the use of transit is already high, this task will be more difficult than usual, but the high percentage of short trips also indicates that the focus of improvements must be on transit as a viable option to the use of the SOV. Although no concrete data exist, current experience seems to indicate a trend to greater trip lengths and increasing use of the SOV. A survey completed by the Berkeley Chamber of Commerce indicated SOV trips in the Downtown. This trend point to a real need for a monitoring and data collection system to enable changes in strategies with the change in travel patterns, and is reflected in the program recommendations.

Table 5.2 DISTRIBUTION OF DOWNTOWN BERKELEY WORK TRIPS BY PLACE OF RESIDENCE

| <i>Place of Residence</i> | <i>Percentage of Trips</i> |
|------------------------------------|----------------------------|
| Berkeley-Albany-No.Oakland | 51.8 |
| Oakland (Remainder) | 7.7 |
| Hayward - San Leandro | 4.4 |
| Richmond - El Cerrito - Kensington | 13.7 |
| Pinole - Martinez | 2.4 |
| Central Contra Costa County | 12.8 |
| San Francisco | 2.6 |
| Vallejo - Solano - Napa | 1.3 |
| Marin - Sonoma | 1.1 |
| Peninsula - South Bay | 2.2 |
| TOTAL | 100.0 % |

Source: MTC 1977 Travel Survey.

B2. Traffic and Circulation

The Downtown circulation system consists of a grid system of streets classified into major, collector or local streets. Although all streets in the Downtown were evaluated, emphasis of the analysis was on major streets (Shattuck Ave., University Ave., Oxford St., Martin Luther King Jr. Way).

According to the 1977 Master Plan, the policy for major streets is to give priority to transit and traffic movement over the needs of parking and turning movements. Collector streets need to balance the needs for traffic and transit movement, turning, parking and access; while local streets give priority to ease of access to adjacent land uses, pedestrian movement, neighborhood amenities and resident parking. Automobile traffic in the Downtown competes for space on streets which are heavily used by transit vehicles, pedestrians, bicyclists, disabled persons, and delivery vehicles. All streets in the network are used for Downtown destinations, but some are also used as through streets for crosstown destinations or to adjoining cities. In evaluating the existing conditions of the circulation network, many factors were considered including the amount and type of traffic on streets, turning movements, pedestrian flow and the number and type of accidents. Twenty-three intersections were analyzed, of which sixteen are signalized. The analysis produced a Level of Service (LOS) estimate for each separate movement of all signalized intersections. LOS Categories are described as being "A" through "F".

Each category represents the extent to which vehicles would be delayed when using the intersection. Table 5.3 defines each LOS category for signalized intersections. Generally a LOS of E or F is considered unacceptable for motorists and may represent a hindrance to traffic operation in the network. However, in some cases LOS E or F may reflect a city's policy and therefore be tolerated for short periods of time.

The overall level of service for all signalized intersections is D or better. The analysis does indicate that three signalized intersections have an unsatisfactory level of service (E or F) for at least one movement; however, the entire intersection is not functioning at those levels, only certain movements.

- University Avenue and Martin Luther King Jr. Way - the northbound left turn movement has a level of service F in the P.M. peak due to unseparated left turns which partially block the northbound vehicles.
- Shattuck Square and University Avenue - There are two Shattuck/University intersections. The first is formed by University and Shattuck Square (one-way northbound) and the second by University and Shattuck Avenue (two-way north of University and one-way southbound to the south). The LOS calculation indicates that the overall LOS is D for Shattuck northbound with LOS F north bound right turn; Shattuck southbound has overall LOS B. Field observation of these two intersections suggests that they actually operate at a worse LOS than the capacity calculations would indicate.
- Shattuck Avenue and Durant Avenue - southbound and northbound left turns from Shattuck Avenue are at a level of service F during the P.M. peak. There is currently no separate left-turn signal phase at the intersection.

Other intersections have a level of service D for one movement during the peak, but it is the movement from the minor street which is not a high priority.

The evaluation of the seven unsignalized intersections indicate that through movements on, and turning movements from, major north/south streets are operating at an LOS of C or better, while all through and left turning movements on and from minor east/west streets are operating between LOS of D and F during the PM peak commute period. The poor level of service for the minor crossing street does not have a significant impact on other parts of the system, and the lack of a signal gives priority to the major street which also discourages use of the minor street. If all these intersections were signalized, all could be operating at a LOS of C or better. However, this would encourage use of the minor streets, increasing traffic volumes there. The installation of signals at these locations would also increase delays to through traffic on the major streets.

Table 5.3

LEVEL OF SERVICE DEFINITIONS FOR SIGNALIZED INTERSECTIONS

| <i>Level of Service</i> | <i>Interpretation</i> |
|-------------------------|---|
| A | Very Low delay, i.e., less than five seconds per vehicle. |
| B | Good progression with little queuing in a single signal cycle. |
| C | Light congestion; occasional backups on critical approaches. |
| D | Significant congestion on critical approaches but intersection is still functional. Vehicles required to wait through more than one cycle during short peaks. No long standing queues formed. |
| E | Severe congestion with some long standing queues on critical approaches. Blocking of intersection may occur if traffic signal does not provide for protected turning movements. |
| F | Total breakdown, stop and go traffic. |

Source: Transportation Research Board, 1985 Highway Capacity Manual.

Additional problem areas related to traffic safety were identified. The most severe being on Center Street associated with delivery trucks and buses that are double parked because illegal of auto parking in the bus stop and the loading zones.

B3. Parking

An inventory of all off-street and on-street parking facilities in the Downtown was conducted in May 1986. This inventory found a total of 2,636 off-street facilities and 794 legal on-street parking spaces, for a total of 3,430. Approximately 62% (1640) of the off-street spaces are available to the public, with 57% of those spaces rented on a monthly basis to all day parkers. Of the 38% (996) parking spaces reserved for

private use, only 18% is reserved for customers; the remaining spaces are for employees. The parking rates at the publicly available off-street facilities range from \$0.40 to \$0.65 for the first hour and from \$0.40 to \$0.60 for each additional hour. Monthly rates range from \$40.00 to \$55.00. Private reserved parking is free for both employees and customers.

Public parking occupancy surveys were also conducted these indicated that both on-street and off-street parking facilities were at maximum practical capacity at midday and close to it in the morning hours. On-street parking occupancy peaks at about 91% between 1 and 2 P.M. with 75-85% of the spaces occupied between 11:00 A.M. and 5:00 P.M.. Off-street spaces were found to be about 77% occupied in the morning and between 83% and 86% occupied in the afternoon. Because these surveys were taken in May, during finals week at the University, it is very likely that the occupancy rates are higher during the remainder of the year. Another factor in the survey was the good weather; during the winter rainy season occupancy rates could also be higher.

In evaluating parking needs and impacts of the Downtown, parking occupancy in adjacent neighborhoods was also surveyed. The City of Berkeley has an existing Residential Permit Parking (RPP) Program in place. Residential Permit Parking designation was implemented in the Downtown and in all areas surrounding the Downtown in 1989-90. The RPP program allows residents with permits unlimited parking on RPP designated streets while non-residents are limited to 2-hour parking during much of the day. This program was established in response to residents' inability to find parking in their neighborhood because of commuters. It is estimated that approximately 1,110 downtown employees park in the residential areas to the north, west and south of the Downtown. The implementation of RPP in these areas will create further demand for off-street parking in the Downtown.

The evaluation of the existing conditions of Downtown parking facilities prior to RPP implementation, clearly indicates that there is already a shortage of parking for both short term users, shoppers and business oriented trips, and for long term parkers, employees. The estimated additional parking demand, with RPP implementation, is 600 - 720 parking spaces.

The additional parking demand would be met partly through a new structure (an additional 153 spaces) and partly through more efficient use of current space, and through attendant parking. An additional 200 spaces are recommended in satellite parking facilities. The general direction of this Plan is to provide adequate retail and other short term parking, as well as priority to carpool and vanpool parking. The parking demand figures assume that a 5% mode shift to alternatives to the SOV will be accomplished. The key to this mode shift is to maintain a balance between the number of parking spaces being provided so that the availability of spaces for commuters does not provide the incentive to drive to the Downtown in a single occupancy vehicle. Careful monitoring of the parking facilities, as is proposed in the Plan, will be necessary.

B4. Transit

The Downtown core is relatively well served by public transit, with frequent and direct service by AC Transit, BART, and the University sponsored Campus Shuttle. One of the few taxicab stands exists in the Downtown by the BART Station, and taxi service is available on a call-as-needed basis. The local ridesharing office, Berkeley TRiP, is located on Center Street in the Downtown core and provides route maps, schedules, and other promotional material to all new employers in the Downtown and sells transit passes for BART and AC Transit to employees and anyone who comes to the office. Section 5 of the Conditions Assessment and Strategies report provides a detailed description of the transit service and schedule in the Downtown. The assessment of transit service was fairly general because of the AC Transit Service Plan revisions in progress.

Although the level of transit service is high, there are some problem areas which make transit inconvenient for many downtown employees and visitors. Many live too far from a transit stop or BART Station. The trip for some takes too long because of the need to transfer, frequent stops, and infrequent service. Previous studies have also indicated inadequate east-west service and access to the Downtown from neighborhoods west of Martin Luther King Jr. Way, northeast Oakland, and the western portions of Albany and El Cerrito. In addition the current routing system of AC Transit is very circuitous and confusing for potential riders.

The AC Comprehensive Service Plan, simplifies the route structure serving Downtown Berkeley. One route would be added. Frequency of service would be improved on some routes and new buses will be incorporated into the fleet. The capacity of service to the Downtown would increase by approximately 10-15%. Implementation of the Comprehensive Service Plan in Berkeley is scheduled for Spring 1991.

BART service is frequent but inconveniently located for many commuters and parking and transit access at stations not always easy. The lack of comfort is another problem area identified in the transit systems which impacts the ability to attract transit riders, especially commuters comfort related factors include the availability of seats, cleanliness of the transit vehicle and the presence of a sheltered and safe place to wait or to park your vehicle. These are improvements which are addressed in the Plan and are very important in achieving the goal to shift travel modes to transit. A more comprehensive analysis of AC Transit service will be necessary as part of the General Plan Transportation Element update.

B5. Pedestrian Facilities

One of the major goals of the Plan is to create a comfortable pedestrian orientation for the Downtown. Pedestrian amenities are discussed in more detail in the Environmental Quality, Open Space and Recreation section of the Plan. Pedestrian facilities are discussed here as they relate to access and conflicts with other transportation modes. These facilities include adequate sidewalk space for pedestrian circulation, ease of access for the disabled and crosswalk areas. The City has recently completed the installation of wheelchair curbscuts at almost all intersections in the downtown. Many intersections have islands to allow pedestrians to walk halfway across the street and wait for the next pedestrian phase of the signal. Most streets have fairly wide sidewalks to accommodate pedestrians.

Three problem areas have been identified: 1) the timing of some pedestrian signals may be too short to allow pedestrians to reach the other side of the street, potentially causing safety problems; 2) too many newspaper racks at certain locations together with customers wanting to use automated teller machines impede pedestrian flow; 3) heavy pedestrian movements at some intersections conflict with vehicular

turning movements and through movements at unsignalized intersections.

B6. Bicycle/Motorcycle/Moped Facilities

Bicycle routes provide access to the fringe of the Downtown but only the bicycle lanes on Milvia Street and Center Street provide a more direct access. Minimal analysis was completed in this area because any analysis would require consideration of the total bicycle route system in the City. This is intended to be completed for the update of the Transportation Element of the General Plan, although some recommendations are made in this Plan as well. Motorcycle/Moped facilities are usually not considered separate from vehicular traffic but are included here because of parking consideration and as an alternative transportation mode.

The City's bicycle system in the Downtown is discontinuous and lacks adequate signing. The lack of posted bicycle routes prevents motorists from having complete information about the presence of bicyclists. Bicycle storage was found to be grossly inadequate; a survey taken in July 1986 indicated that of a total 156 bicycles parked, only 43 were parked in bicycle racks. There are a total of 103 bicycle racks in the Downtown. These figures indicate that many racks are not being used, either because they are inconveniently located or because they are unsafe and not secure. There are no on street parking spaces for motorcycles/mopeds, only in the garages where they are offered special rates. Improvements are recommended in the Plan to increase the viability of bicycle/motorcycle/moped use as alternatives to driving alone.

C. OBJECTIVES AND POLICIES

The circulation and transportation objectives and policies emphasize a pedestrian oriented downtown, the need to improve the retail shopping sector and to maintain the infrastructure at an acceptable service level. To accomplish the overall goals, it will be necessary to decrease the use of the single occupant vehicle, provide improved alternative modes of transportation and develop a circulation system which accommodates existing and projected land use.

Objective 1

ENCOURAGE THE USE OF TRANSIT AS THE PRIMARY MODE OF TRAVEL.

Downtowns are generally characterized by high density development, a concentration of employees and many major non-work trip attractors. All of these factors make downtowns, including Berkeley's downtown, a prime location for transit use. Already 35% of the work trips into the Downtown are by transit, but in order to accomplish the overall goal of creating a pleasant pedestrian oriented environment, the transit mode share must increase. This increase can only be done through a conscious effort of a "transit first" policy. Although the provision of transit service in the community is by other agencies, the City can work with AC, BART and UC Berkeley to accomplish this policy and can provide amenities which can change the commuting habits of employees.

Policies:

1.1 Increase transit access to and from the Downtown in response to commute patterns.

1.2 Develop shuttle transit service to supplement AC service to the Downtown from residential neighborhoods and satellite and peripheral parking facilities.

1.3 Minimize the conflict between transit vehicles and other vehicles requiring use of Downtown streets for both safety and improvement of bus operating speeds.

1.4 Provide safe, conveniently spaced and weather protected bus stops near major public and private facilities which attract potential transit riders.

Objective 2

INSURE ADEQUATE VEHICULAR ACCESS TO, FROM AND WITHIN THE DOWNTOWN.

While major emphasis is on increasing alternative modes of travel to the single occupant vehicle, it must be recognized that for some work, as well as non-work trips (e.g. shopping), the predominant mode of travel will continue to be the auto. Policies supporting alternatives must balance the need to provide auto access for retail use and with through traffic, while minimizing congestion which may impact nearby residences and create air and noise pollution. However, it must also be recognized that congestion is characteristic of any lively downtown and adds to the excitement which draws people to a downtown. The Community needs to decide what is an acceptable level of congestion, given land use policies.

Policies:

2.1 Minimize conflicts among auto, transit, bicycle and pedestrian uses for a safe circulation system in the Downtown.

2.2 Channel vehicular traffic onto primary auto oriented streets.

2.3 In the Downtown core minimize conflict between autos entering and exiting onto the street network.

Objective 3

CREATE ADEQUATE PARKING FACILITIES TO SUPPORT LAND USE POLICIES FOR THE DOWNTOWN.

Parking policies for the Downtown emphasize the parking demands of short term parkers (generally less than 4 hours) in order to create a viable retail commercial sector. However, some long term parking needs must be also met for those commuters who cannot use alternative modes of transportation. These parking demands must be carefully balanced so that the use of the auto is not inadvertently encouraged by providing too much parking. Creating increased parking also adds to congestion, wastes energy and degrades air quality. Policies focus on increasing the efficient use of existing parking facilities and limiting increased long term parking use.

Policies:

3.1 Increase the availability of short term parking spaces on the periphery of the core Downtown area.

3.2 Discourage the use of existing public and private parking facilities for long term parkers in the high demand area of the Downtown core.

3.3 Provide new long term parking facilities at remote locations adjacent to transit lines or shuttle service.

Objective 4

DECREASE SINGLE OCCUPANT VEHICLE TRIPS TO AND FROM THE DOWNTOWN TO CREATE A VIABLE AND LIVABLE ENVIRONMENT.

The Downtown is an area where people live, work, shop and are entertained. All of these activities result in traffic, which is an integral part of any downtown environment. However, an unlimited amount of traffic can negatively impact that environment; therefore, the community must decide the level of traffic it considers acceptable. Measure S, which overwhelmingly passed in the November 1986 elections, recommended a Service Level of D as the acceptable limit on traffic. This Level of Service D is used as a guideline in setting policies to decrease the number of SOV trips, but the policies concentrate more on the control of demand, for street capacity or parking and on promoting other means of transportation.

Policies:

4.1 Actively promote the use of alternative means of transportation to the single occupant vehicle.

4.2 Establish a Transportation System Management Plan for the Downtown which requires participation by both existing and new developments.

Objective 5

CREATE SAFE AND CONVENIENT PEDESTRIAN ACCESS TO, FROM AND WITHIN THE DOWNTOWN.

The overall goal of the plan is to create a pedestrian oriented Downtown. Walking is one of the most efficient and flexible modes of transportation and can be encouraged by creating a pleasant pedestrian environment with an ease of circulation. Whereas other sections of the plan address the improvements of the streetscape, this section focuses on policies which decrease potential conflicts between the pedestrian and vehicular traffic.

Policies:

5.1 Minimize the conflict between pedestrian and vehicular traffic at intersections as well as midblock.

5.2 Provide adequate sidewalk space on heavily travelled pedestrian corridors; e.g. the corridor between BART and UC Campus.

5.3 Provide midblock pedestrian pathways where feasible to shorten pedestrian walking distances.

5.4 Design a pedestrian network which responds to the access needs of the physically disabled.

Objective 6

PROVIDE FOR SAFE AND CONVENIENT BICYCLE USE AS A MEANS OF TRANSPORTATION.

Bicycle travel is recognized both as a means of commuting to work and as a form of recreation. In Central Berkeley 67% of work trips are less than four miles, making the usage of bicycles for commuting attractive. Bicycles and bicycle facilities are also

relatively inexpensive. The objective is to emphasize the use of the bicycle as a mode of travel to work and school by providing an increased number and improved quality of bicycle facilities in the Downtown.

Policies

6.1 Establish a safe and direct bicycle circulation system into the downtown from residential areas.

6.2 Locate secure bicycle parking facilities near transit centers and major public and private buildings.

6.3 Require the provision of secure bicycle parking facilities by new developments, both public and private.

D. PROGRAMS

The following programs are necessary to achieve the objectives and policies for the improvement and maintenance of the transportation and circulation systems in the Downtown to support the development allowed under this Plan.

Ordinance and Regulatory Changes

These changes are in four general areas. First, establish a Growth Management Program for new construction and changes. Second, establish a Transportation Systems Management (TSM) program and/or ordinance which will be applicable to both existing and new development. Third, establish a Parking Management Plan for the Downtown, which would apply to existing public and private parking facilities and to newly constructed public and private public facilities. Fourth, revise requirements in the Zoning Ordinance for new construction and changes in use.

1.1 Establish a Growth Management Program to correlate development with available transportation capacity. Estimates of the development potential set out by the Downtown Plan's proposed zoning envelope indicate that the

maximum development possible, if every likely development parcel utilizes all possible bonuses, is under 1.9 million square feet. This figure is an outside estimate over the life of the plan (approximately a twenty year planning horizon, and represents an approximate annual growth of 95,000 square feet of new construction. It is not based on economic demand, but is merely an estimate of the potential supply of space. While this rate of growth is highly unlikely, given past experience and the unpredictability of the development market, plan regulations are proposed to insure that the growth is consistent with policies for the desired scale and type of development, design quality, and acceptable levels of service in the transportation system. The transportation consultants evaluated projected new development at 1.9 million square feet. The evaluation indicates that this level of development can maintain a level of service D or better at all Downtown intersections during the peak if traffic engineering improvements and a decrease in the single occupant vehicle mode share to 40% are accomplished. The purpose of the Growth Management Program is to make necessary improvements to the transportation system to maintain the acceptable level of service. The decrease in the single occupant vehicle mode share is discussed below in the Transportation Management Program.

In setting the following requirements, two assumptions are made; 1) that all traffic improvements listed in Section D3.7 will be completed and 2) that the City has a functioning city-wide traffic model.

- Establish the Level of Service D as the standard performance criteria of Downtown intersections during peak travel periods. All new construction and additions must maintain an overall LOS D at all intersections. This applies to both residential and non-residential uses. Mitigation measures would still be required for any significant impact regardless of whether it brings the LOS below D.
- To maintain uniformity in data for comparison and analysis purposes, establish guidelines indicating the methodology to be used to calculate the level of service at intersections. It is expected that the developer will submit such evaluation, utilizing the City's data base.

- All changes of use are exempt from the LOS D standard; mitigation measures would still be required where discretionary review is needed but LOS D would not have to be maintained.

- Establish a monitoring program of the above requirements which would include the following components:

- 1) Maintain a comprehensive inventory of Downtown floor space by use to be used to maintain the citywide traffic model.

- 2) Conduct traffic counts to provide a regular assessment of the traffic volumes and level of service at intersections. It is recommended that mid-block counts be conducted on all streets in the study area at least once every five years, and that complete turning movement counts for the peak periods at critical intersections (defined as an intersection with at least one movement at LOS D in the peak hour) be conducted at least once every two years.

Responsibility: Lead responsibility of development review and land use inventory update is with Department of Planning and Community Development; Department of Public Works conducts traffic counts and reviews development proposals for traffic impacts and necessary mitigation.

Funding: Incorporate into Planning and Public Works budget and work program. This is already intended with the completion of the General Plan update which includes a city-wide traffic model. Added cost is the traffic counts at an annual cost of \$7,500.

1.2 Establish a Transportation System Management Program (TSM) to decrease the dependency on the single occupant auto. The goal of the TSM package is to reduce total single occupant vehicle trips during the peak period to 40% of all work trips. Any Program developed shall apply to

existing and new non-residential and may apply to certain residential uses if found appropriate. The Program can take the form of a Transportation Demand Management Ordinance, a TSM Ordinance or a Trip Reduction Ordinance and can include numerous measures which employers can take to accomplish the goal.

The number and extent of the measures implemented by each employer depends on the size and type of company. Employers with less than 25 employees could submit annual surveys and implement an information program, while employers with greater than 25 employees on any one shift could submit an annual TSM program and implementation schedule to meet the SOV reduction goal. The TSM ordinance should include enforcement provisions, consideration of a good faith effort by employers, monitoring, and an appeal process.

For new construction, additions or change in use, the requirement of a TSM ordinance should be made a condition of approval of with no variances given since all developments can do some of the measures. This condition should be required to be recorded in all covenants or property leases.

The following are measures which may be included in a TSM type program implementing by employers:

- At a minimum, employers would be requested to complete annual surveys of their employees for where they live, what mode of transportation they use to get to work, if they drive where do they park and the time they come and leave work.
- The employer would provide information to employees assisted by Berkeley TRiP, on transit service and costs, carpool and vanpool opportunities and any other incentive the company provides to decrease the number of SOVs.
- Employer provided ridesharing measures could include preferential

parking for car/vanpools, discounted parking rates for car/vanpools and use of company vehicle for poolers. At the same time, employers could charge for parking to balance the cost of commuting by SOV vs alternative modes.

- The employer could provide flexible work schedules or staggered work hours for employees.
- Discounted transit passes would be made available to all employees: the discount may vary, but should be at a minimum \$15/month/employee; shuttle service may also be instituted.
- Incentives for bicycle usage by employees could include a mileage re-imbursement, secure bicycle lockers, shower and changing area, and savings on bicycle purchases.
- The employer, with Berkeley TRiP, could implement marketing measures such as; rideshare day, raffles, lunch meetings with employees interested in car/vanpools, distribution of information brochures, a central location for employees to access rideshare information, and the designation of a Transportation Coordinator on site.

A crucial element in the development of a TSM type program is participation by the Downtown employers. Therefore, the first step in developing a TSM program is to meet with employers to describe what a TSM program is, what it can do and how it is of benefit to them. Then the details of the TSM Ordinance can be developed jointly by staff and Downtown employers. The program can only be successful if employers are willing to participate with assistance from the City.

A final but major element of the TSM program is monitoring. Reporting requirements are built into the program in the form of employee surveys, which can be done annually or as determined at the time the Program/Ordinance is approved; the monitoring for the Growth Management program, the Parking Management Program, and continuous monitoring by Berkeley TRiP of car/van pool participants. The monitoring function of all these programs requires a full time staff

person to determine compliance and whether other actions are necessary.

Responsibility: Lead responsibility is with the Department of Planning and Community Development with some assistance from Department of Public Works and Berkeley TRiP.

Funding: The development of a TSM type program and ordinance is part of the work program and budget for the Planning Division and minimal work is required from Public Works and Berkeley TRiP. The monitoring effort is not part of any City departments work program and is an estimated annual cost of \$30,000, 1 FTE. If this program is to be implemented in the short term, it will require general fund moneys. Part of the program development should be alternative funding mechanisms; possibly an assessment district as a long term mechanism, and a business license fee, as a more short term mechanism.

1.3. Establish a Parking Management Plan to maximize the use of existing facilities, to make more space available for short term parkers and give priority to car and van pool vehicles. This Plan would be applicable to both existing and newly constructed public and privately owned parking facilities. Some elements of the plan apply only to parking facilities open to the public, while other elements apply to facilities which only have private access (employee parking only).

Conditions of approval for new developments providing parking, both private and public shall have the appropriate provisions be incorporated into those conditions; while the parking tax and the TSM program will be the tool used to insure that existing facilities accomplish these goals.

The following elements should be included in the Plan:

- Parking facilities would have a percentage requirement for small/compact autos; up to a maximum of 50% of the spaces as approved by the City Traffic Engineer.

- Car/Vanpools would be assigned to conveniently located spaces as well as discounts on parking rates.
- Parking facility operators would set rates which provide a disincentive for long term parkers while providing an incentive for short term parking this could include no daily rate ceiling, lower cost for first three hours with increasing cost for each additional hour or other time period.
- Private developments providing parking for employees should charge employees for parking to balance the cost between driving and alternative modes of transportation.
- Gradually Limit the number of monthly spaces allocated in all public parking facilities (includes privately owned public facilities) with the goal of totally eliminating monthly parking rates by the time satellite parking is made available.
- Re-institute the merchant validation program whereby shoppers can park 2 hours free.
- If the meter parking lots at Berkeley Way and Oxford remain, then the allowable time on four hour meters would be reduced to discourage use by employees and to make the spaces available for short term users; needs of theater users at the Oxford Lot would be taken into consideration.
- Provide attendant parking where the design of the parking facility makes it feasible to be able to provide increased off-street spaces.
- Increase the City parking tax from the current 10% to 15% of gross revenue; allow reduction of the tax by five percent for facilities that have a progressive rate for all spaces, no all day rates, no monthly parking except for car/vanpools and no free parking other than merchant validation; allow a reduction of 2% for facilities only providing car/vanpool spaces and discounted rates.

- The above elements of a Parking Management Plan should be made part of any conditions of approval for new construction or changes of use, as applicable.

The Parking Management Plan would be monitored as an element of the overall TSM program monitoring. An annual survey may be implemented to determine short term vs. long term parking needs and program effectiveness.

Responsibility: Lead responsibility is with the Department of Planning and Community Development, with assistance from the Department of Public Works and Berkeley TRiP.

Funding: The actual preparation of the program is part of the city-wide Transportation Plan work program. The revenue generated from additional short term parkers, the increase in rates, and no daily limit in parking rates will offset the cost of discounted car/vanpool spaces and attendant parking. The monitoring of the program is not included in current budgets; the same FTE monitoring the TSM program would also monitor this program. There is an added cost of \$4,000 annually for parking surveys, if that is found to be necessary.

1.4 Revise the zoning ordinance for new construction and changes in use to provide for mitigation of transportation impacts on the downtown system. The following are the major areas of change:

- **Establish the parking requirement** for new construction and additions of non-residential uses at 1.5 parking spaces for each 1000 square feet of gross floor area. No additional parking is required for changes in use. The parking requirement can also be met through the payment of an in-lieu fee in the amount of \$12,000 per parking space.

In the Core area, on site parking is only allowed for development on lots greater than 30,000 s.f.; development on smaller lots must pay the in-lieu parking fee. This new requirement attempts to discourage the proliferation

of small parking lots and to enable the City to construct consolidated parking facilities.

The parking requirement could be met through shared or leased parking arrangements as exists in the present ordinance.

This parking requirement is both a minimum and maximum. However, the Board of Adjustments has the discretion to approve added spaces if the proposed use would generate more than the required 1.5/1,000 s.f. parking and the creation spaces would not discourage the use of alternative modes of transportation. Under no circumstance shall the number of spaces provided be greater than 2/1000 square feet of GFA.

- **Establish a Transportation Services Fee (TSF)** of \$.20 per square feet of gross floor area for new construction, additions and change in use. This would be a one time fee to be paid by all developments: there would be no exemptions. The fee is to be used for staffing to assist in the development of a TSM program for larger projects or at a minimum to assist with initial orientation to ridesharing and the provision of information.

This is a one time fee because it is assumed that after the first year of occupancy of a new use, the development will be assessed an annual fee for the necessary improvements in the Downtown, including support of alternative transportation and the ridesharing office.

The current TSF rate of \$.20 per s.f. for 30 years or \$2/s.f. should be retained until an ongoing fee is established for all developments.

- **Require bicycle parking facilities** for new construction, additions and change in use of 1 parking space per 2000 square feet of gross floor area. This is different from the present requirement which does not apply to change in use.

- **Retain off-street loading requirements** of one space for each 40,000 square feet of gross floor area of new construction and additions in excess of 10,000 s.f.

- Require new construction, addition and change in use to consider transit amenities as part of their project, such as, bus shelter, posting of bus schedules and routes, bus pad, etc.. Although this may be required of developers now, it is only through discretionary review and not as an actual regulation.

Responsibility: Department of Planning and Community Development.

Funding: Part of the Planning and Community Development Department's budget and requires minimal staff time.

Studies

In working on the Downtown Plan Working Document and the Transportation Study it became evident that several areas of transportation required further study. Without additional work the actual implementation of some elements of the transportation section could not be accomplished. In addition some areas need a more comprehensive approach which is best accomplished the Transportation Element of the General Plan update.

The following are the areas that require major work:

2.1 Review the AC comprehensive Transit Service Plan (route plan and schedule) for impact on service to the Downtown and the City, to determine if any changes, deletions or additions to the system are necessary to accommodate mode shift. Much of this has already been completed. For the Downtown area it was found that the capacity of service will increase by approximately 10-15%. A more comprehensive analysis will still be prepared in the General Plan update.

In reviewing and recommending any changes to the AC Comprehensive Service Plan the following policies will be considered:

- the provision of transit service within one-quarter mile of all residents, businesses, educational institutions, recreation centers, and regional activity centers;
- the provision of conveniently spaced bus stops, especially near public offices, institutions, and recreational activity centers; and,
- the provision of adequate frequency of service during the peak hours to maintain the AC standard rider to seat ratio of 1.25.

Responsibility: Planning Division.

Funding: The cost of this is relatively minimal and is part of the Planning Division's work program for the preparation of the General Plan update.

2.2 Conduct a feasibility study for a parking facility at various possible locations: on Berkeley Way, on Oxford Street and at other locations. This study would include locational feasibility and impact at the identified sites and other potential sites not yet identified but for required for developments paying the in-lieu fees; traffic and circulation impacts, possible design, rate structure and financial feasibility. Once the City has selected a location, based on this information, the City can initiate benefit assessment proceedings. (See Land Use Element for locational issues)

Responsibility: Joint responsibility of Department of Public Works, Planning Division and Finance, with Finance taking the lead. A Request For Proposals (RFP) had already been prepared for a parking structure feasibility study on the Berkeley Way Lot but was not released because of work on the Downtown Plan. This RFP could be expanded to include evaluation of the Oxford Lot and any other locations identified.

Funding: The cost of this study is not known, but will be from the general fund. It is possible that all or a portion of the cost may be paid by an advance from the bond debt.

2.3 Review and incorporate appropriate elements from the Slow Streets Study and experience in a City-wide bicycle circulation system. The “Slow Streets” concept is to utilize street design, traffic control devices, and landscaping to slow down traffic to make residential neighborhoods safer and more pleasant for bicycle and pedestrian activities. Slow Streets design has been implemented on Milvia Street, north of University Avenue, as part of the Golden Bear Project mitigation package in April of 1990. Part of the General Plan update will review the result of the Slow Street design and make recommendations for other possible areas of implementation, which could extend into the Downtown.

Responsibility: Major responsibility is with the Planning Division as part of the General Plan update, with assistance from the Department of Public Works.

Funding: The cost of the study is minimal and is included in the Planning Division’s Work Program for the General Plan update.

2.4 As a joint effort between the University and the City, evaluate potential sites for satellite parking facilities for approximately 200 spaces, and determine the method of serving those facilities by existing transit or a shuttle service. The City would use this information to prepare a grant application to implement a satellite parking program with a shuttle service as a demonstration project. Potential sources of funding are the San Francisco Foundation, Urban Mass Transportation Demonstration Project Grant or the Metropolitan Transportation Commission.

Responsibility: Planning Division with assistance from the University.

Funding: There is no funding source for this work. It would take approximately .25 FTE to complete the work, short of implementation. Part of the Agreement between the University and the City includes the stipulation that the two agencies would work together to implement such facilities.

2.5 Develop alternative designs for Shattuck Square, and evaluate the resulting impact on the circulation system, parking and the businesses along Shattuck Square. The transportation consultants identified certain improvements to re-orient traffic circulation in order to avoid high accident intersections, such as Shattuck Square and University. The consultants' recommended restricting through automobile traffic from the eastern leg of Shattuck Square between Center Street and University Avenue, and allowing two-way traffic on the western leg of Shattuck for the same section. Shattuck Square would have angle parking, which would allow access to businesses, and traffic could make a right turn at University. Conversion of Shattuck Avenue to a two-way operation would require substantial reconstruction of the sidewalks and could have negative economic impacts due to the deletion of parking. Therefore, the City should consider alternative designs and impacts before making a final decision.

Responsibility: Department of Public Works.

Funding: Could be made part of Engineering's work program at a cost of \$5,000.

Short Range Capital Improvements and Other Projects

Several relatively short-range, low-cost projects can improve the circulation system and the level of service at intersections, and encourage the use of alternative modes of transportation.

3.1 Provide bus shelters for transit users. Where shelters are not possible because of conflicts with other sidewalk uses, install additional benches.

Responsibility: Department of Public Works in conjunction with AC Transit.

Funding: Total cost is approximately \$25,000, for six shelters and six benches. The funding source could be AC Transit, or other transportation funds available to Public Works. AC has been working with an advertising firm for a bus shelter

program which could cost the City no funds, because the shelters would be paid for by advertisers. This program is on hold but may be implemented in 1991.

3.2 Post transit route maps and schedules at bus stops in the Downtown area. Posting this information provides an incentive to use the service because it eliminates the uncertainty of when the next bus is to arrive.

Responsibility: Public Works in conjunction with AC Transit.

Funding: The cost is estimated at \$5,000 depending on the nature of the post to hold the information. Source of funds may be AC Transit or the General Fund, or through the same program as described under the bus shelter discussion of funding.

3.3 Install 150 new and secure bicycle parking spaces in the Downtown. The Public Works Department is already installing 200 bicycle parking spaces through Transportation Development Act Article 3 funding. These and additional spaces will be placed in locations to be determined by Planning and Public Works staff, primarily near public and semi-public activity centers, such as City Hall, Library, Post Office, BART Station, School District, and the YMCA.

Responsibility: Department of Public Works; Planning Division and Berkeley TRiP to assist in identifying bicycle parking locations.

Funding: The total cost is \$8,000. The source of funds is the Transportation Development Act Article 3 monies administered by the Metropolitan Transportation Commission.

3.4 Designate specific motorcycle/moped parking spaces in the Downtown. Initially designate five regular parking spaces which will accommodate 30 to 40 motorcycles/mopeds.

Responsibility: Department of Public Works.

Funding: The estimated cost is \$2,500, which could be absorbed in the Public Works budget and only involves the installation of signs. If parking spaces with meters are used there may be a revenue decrease of \$4,158 yearly; however, these spaces could also be metered.

3.5 Designate on-street parking spaces for car/vanpools. Conveniently located and discounted parking spaces are available in the Center Street Garage and with the implementation of the Parking Management Ordinance will also be available in other privately owned parking facilities; however, these locations may not be convenient to some carpoolers. Providing on-street locations will create a greater incentive for the formation of car/vanpools. Major components of the program would include the following:

- Car/vanpools would be registered by Berkeley TRiP.
- On-street space would only be allocated if there is no garage nearby
- The allocated space could be either at a metered parking space or non-metered space. In both cases the sign would limit parking to registered car/vanpools between 7 A.M. and 9 A.M. Monday through Friday. This would mean that the space may be occupied by anyone if no car/vanpool vehicle is parked there by 9 A.M.

Responsibility: Location of spaces to be determined by Planning staff and Berkeley TRiP; signage to be done by Public Works; registration and monitoring of pools to be done by Berkeley TRiP; enforcement is the responsibility of the Parking Division.

Funding: Part of each Departments' and Berkeley TRiP's budget. The cost of the program is dependent upon the number of spaces, demand, and whether the spaces are metered. Overall cost is minimal.

3.6 Increase enforcement of on-street parking limits, especially meter

feeding and parking restrictions in bus zones, and in red, yellow, white and blue curb zones, to create a less congested environment and smoother traffic flow. Additional benefits include safer embarking and disembarking at bus stops, greater availability of short term on-street parking spaces, and better access for delivery vehicles.

Responsibility: The Parking Division of the Public Safety Department.

Funding: General Fund from parking violation revenues the cost includes one parking enforcement officer and scooter for a total cost of \$37,000, while revenue generated is projected at \$40,000.

3.7 Make minor traffic improvements to the existing transportation system to reach a Service Level of D at all intersections for most movements as identified by the transportation consultant, Cambridge Systematics:

- Provide left-turn lanes and signal phase on Martin Luther King Jr. Way. The northbound traffic on Martin Luther King Jr. Way presently has no provision for left-turn movements and the through lane is currently at a LOS E during the P.M. peak. This would improve the LOS for all movements at the intersection to "C" or better. This improvement was also identified as a mitigation measure for the Golden Bear project and included in the conditions of approval as part of the mitigation funding package. This has been completed.
- Provide a separate left-turn signal phase on Shattuck at Durant. The left turn movements on northbound and southbound Shattuck Avenue at Durant Avenue have no separate signal phase and are at a LOS F during the P.M. peak. A separate signal phase for left turns from Shattuck Avenue would result in a LOS of C or better for all north and south bound movements but would result in a reduction in the LOS for the eastbound traffic on Durant Avenue to "D". Priority in the circulation system is given to Shattuck Avenue because it is a major thoroughfare carrying approximately 25,900 vehicles daily while Durant Avenue eastbound at the intersection only

carries 1800 vehicles daily. The impact on Durant Avenue traffic will be minimal.

- Increase the green time for University Avenue at Oxford Street and provide a left-turn phase on University. The high volume of eastbound traffic on University Avenue produces a LOS E in the A.M. peak and LOS F in the P.M. peak for the right-turn movement and a LOS D during both periods for the left-turn movement. An increase in green time for the eastbound traffic on University Avenue and separate left-turn signal phases on University and Oxford would improve the LOS on University to D or better for the right-turn movement and C for the left-turn movement but would not significantly affect the level of service for the other movements in the intersection.

Responsibility: The Department of Public Works has responsibility for all street improvements.

Funding: The remaining two projects can be part of the Public Works Department's working budget which includes various sources of funding. The total estimated cost for these projects is \$32,000.

Long Range Capital Improvement Projects

The following projects will require a longer time to implement, further detailed study, and establishment of a funding source before implementation is possible.

4.1 Construct a parking facility in the Downtown for approximately 300 vehicles. This project will require the following next steps:

- Complete the feasibility study of alternative locations for a garage, as identified in Section D2, including economic feasibility, traffic and circulation impacts, and financing. Staff will then evaluate any traffic signals warranted; relative to the proposed garage locations, location of signals will

depend upon the location of the parking facility.

- Establish the parking facility financing. Benefit assessment proceedings, the recommended method of funding, is a long process which could take from two to five years depending upon the support of the property owners in the area of assessment. Financing could also come from bonds.
- Prepare and issue the project bid package for project design and actual construction.

Responsibility: The Department of Public Works has overall responsibility for the feasibility study and construction of the project; Finance is responsible for implementation of the assessment proceedings; Planning Division has minor role in review of feasibility study and major responsibility in outreach to the property owners as part of the implementation plan process for the Downtown Plan.

Funding: The cost for the construction of the garage is approximately \$4,312,500 (1990 costs) to be paid through benefit assessment funds. Yearly operation is estimated to be \$130,000 with an annual revenue of \$148,000.

4.2 Construct satellite parking lots for approximately 200 parking spaces with a shuttle service. Section D2 describes in detail the studies necessary to implement this program. The success of this program will depend on limiting the availability of parking for commuters in the Downtown and in the surrounding neighborhoods.

Responsibility: Project development, Department of Public Works; evaluation of the program is the responsibility of the Planning Division. This project should be done jointly with the University.

Funding: Initially this project would be set up as a joint demonstration project with the University and will be funded by grants; if grants are not available then funding would be through a benefit assessment. Cost is \$1,210,000, as estimated by the University.

4.3 Reconstruct Shattuck Square and Shattuck Avenue between University Avenue and Center Street based on design studies described above. The transportation consultants recommended restricting traffic on Shattuck Square and making Shattuck Avenue two-way between University and Center, prohibiting left turns from Shattuck at University, Addison, and Center.

Responsibility: Department of Public Works.

Funding: The estimated cost of the above changes to Shattuck is \$345,000. If the final design cost is approximately the same then funding would have to come from the benefit assessment. Other sources include the Traffic System Management funds .



6. UNIVERSITY OF CALIFORNIA

A. STRATEGIC STATEMENT

The University of California is the largest employer and landowner in the City of Berkeley, has a great impact upon the City, both positive and negative, but is not subject to either City review or taxing authority. The University needs to participate more in City activities and to assume responsibility for impacts.

B. BACKGROUND

The University of California at Berkeley was established in 1868, the first campus of what was to become a state wide system. The campus is located immediately to the East of the Downtown and includes 370 acres, with buildings and landscaped open areas as well as more natural ecological preserves. The open, grassy edge of the campus located along Oxford Street, and the natural environment of Strawberry Creek, provide an attractive contrast to the Downtown, and serve as a valuable open space resource for the residents and users of the Downtown.

The University of California is the largest employer in Berkeley, with about 11,000 faculty and staff. In addition, there are about 30,000 students registered as attending class at the University. The spending power of the employees and students on the campus is considerable, and these potential customers have a significant impact upon the Downtown economy, including support for potential, additional retail stores and businesses. The spending power of University employees is a valuable resource for the Downtown because it is relatively recession proof. University employment levels are fairly stable, even during economic downturns that affect other employers, and this stable cushion of employment has enabled Berkeley Downtown retail sales to remain fairly constant while other Downtowns have seen a weakening of their economic base.

The University also serves as a valuable cultural resource for the City of Berkeley and the surrounding communities, with numerous activities and performances occurring all year round. Recreational opportunities are provided through the campus athletic facilities, some of which are open to the general public on a limited basis. Increasing the connection between the University's cultural and recreational

aspects and the Downtown community will serve to strengthen both, and will aid in the Plan's aim to develop the Downtown as a cultural center for all of Berkeley, reflecting the many unique and internationally recognized aspects of both the community and the campus.

Relations between the City of Berkeley and the University have occasionally been strained. The University, as a tax exempt organization and an agency of the State of California, pays no property taxes to the City of Berkeley and is not required to follow the planning and zoning regulations of the City. This has resulted in the citizens of Berkeley, burdened by the ever increasing costs of providing services and the ever increasing impacts from campus development, including traffic and parking, opposing further development on the campus and expansion into the community. This plan recognizes that the University has a presence in the Downtown, and has an important contribution to make to the area and to the City as a whole. The University must recognize the impacts of further development and the University and the City must work to insure that the burdens of those impacts are equitably shared.



Figure 6.1: The University of California and Downtown Berkeley cluster together at the base of the Berkeley Hills.

C. OBJECTIVES AND POLICIES

Objective 1

ENCOURAGE THE UNIVERSITY TO HAVE A SOCIAL AND CULTURAL PRESENCE IN DOWNTOWN.

There are currently numerous cultural events taking place on the University campus very close to the Downtown, which should be publicized and integrated into the local community. The University could provide an information center and box office in the Downtown area, which would help to develop the Downtown into an active and diverse cultural center for all of Berkeley. The University could also schedule events in Downtown facilities, thus drawing the people from the campus into the Downtown. The University could also develop a museum covering the history of the University and the Berkeley campus, and the City of Berkeley, providing information on the cultural contributions the University has made, and on its historic relationship to the City.

Policies:

1.1 Encourage the University to provide access in the Downtown to information about cultural events and tickets.

1.2 Encourage the University to develop a museum on the history of the University in the Downtown.

1.3 Encourage the University to integrate campus cultural life with the Downtown by using Downtown facilities and by providing information on upcoming cultural activities.

Objective 2

INSURE THAT UNIVERSITY RELATED DEVELOPMENT CONTRIBUTES POSITIVELY TO THE DOWNTOWN.

Berkeley's largest landowner and a major center of activity pays no property tax and does not contribute financially to the cost of running the City government. It is difficult to measure the cost of the services provided by the City to the University, including police and fire services when necessary. It is also difficult to quantify the costs of other impacts such as increased traffic, demand for parking, infrastructure wear and other related impacts. The taxpayers of Berkeley must bear these increased burdens without property tax revenues to offset them. Methods of compensating the City must be developed in order to share the burden more equitably.

The Downtown Plan contains policies and programs that would limit the amount and phasing of development in accordance with the capacity of the infrastructure, especially transportation. The City has no control over University development, which is quite capable of using up the Downtown transportation "budget". If the City is willing to limit development, and forego some of its social, economic and fiscal benefits, this policy puts the City in a strong position to assert its agenda for the University to limit its own development in accordance with the capacities of City systems serving the campus.

Policies:

2.1 University development Downtown should be phased in accordance with the development phasing strategy outlined in the Transportation element and development that does occur should pay its share of development costs and impacts associated with housing, traffic, transit, parking, infrastructure and other impacts as may be identified.

2.2 University development Downtown should meet the identified goals and objectives of the Downtown Plan as well as the University Long Range Development Plan.

2.3 The University should limit campus development in accordance with the City's infrastructure capacity, using the limitations and monitoring procedures which the City is establishing for itself.

2.4 Encourage the University to evaluate the cumulative impacts of all projects in

their Environmental documentation, not only incremental impacts, and to analyze the impacts on surrounding City neighborhoods in addition to adjacent parcels.

2.5 Encourage the University to increase the visual integration between the Downtown and the University along the main view corridors.

Objective 3

ENCOURAGE THE UNIVERSITY TO PROVIDE HOUSING FOR STUDENTS IN AND NEAR THE DOWNTOWN.

The Downtown is a good location for student housing, from the perspective of the student, the University and the City. The area is within easy walking distance of the campus, and students will be able to walk to school rather than commute, with a subsequent easing of some of the parking pressures on the surrounding neighborhoods. In addition the student residents of the Downtown and the surrounding areas will increase the consumer base available to purchase goods from the retail establishments, thus helping to increase the vitality of the area by providing a 24 hour presence in the Downtown. The burden to the taxpayers of additional University development that removes further property from the tax rolls is a serious problem for the City of Berkeley. Student housing is an important use for the Downtown area, but methods of compensating the City for the lost tax revenues need to be developed if property not currently owned by the University is used, in order for the fiscal burden to be shared equitably. The use of property currently owned by the University for the development of housing would be of assistance in this, although impacts would still need to be carefully addressed.

Policies:

3.1 Support the development of new housing for students that will not take additional land off the tax rolls, and that is compatible with existing development and the policies of the Downtown Plan.

D. PROGRAMS

Short Range Capital Improvements And Programs

1. Encourage the University of California to develop a museum on the history of the University of California in the Downtown, possibly in University Hall.
2. Encourage the University to consider including daycare, a ticket office, art gallery, and information center on up-coming cultural activities.
3. Encourage the University to schedule events in Downtown facilities, such as the Community Theater and the Veterans Memorial Building.
4. Encourage the University to provide lively, interesting activities in publicly accessible space on the ground floors of University controlled buildings in the Downtown.

Responsibility for 1-4: The University of California, with support from the City of Berkeley.

Funding: The University of California

Studies:

5. Review and comment on all environmental documents prepared by the University to insure that impacts upon the City have been thoroughly identified and mitigated.

Responsibility: City of Berkeley Planning Department

Funding: Included as part of the Permit Review Process

6. Establish liaison with the University in order to coordinate the form and design of buildings along the street, consistent with the design review guidelines of this Plan.

Responsibility: University of California, City of Berkeley Planning Department, City of Berkeley Design Review Committee

Funding: University of California and City of Berkeley General Fund.

7. Support State Legislation to enable the City of Berkeley to have review authority over University developments, and to allow cities to require that impacts be mitigated through fees and other methods. Work with other Cities containing UC Campuses on this legislation (Santa Cruz, Santa Barbara, Irvine, Davis, Los Angeles, Riverside, San Diego, San Francisco).

Responsibility: City Legislative Lobbyist

Funding: General Fund

8. Encourage the University of California to mitigate all impacts of University development, in accordance with the criteria in the Plan, and other City Ordinances. This includes payment of mitigation fees in accordance with any established ordinance, and limiting development in accordance with infrastructure capacity, including maintaining a Level of Service D at intersections.

Responsibility: The University of California, with the City of Berkeley.

Funding: University of California

9. Encourage the University to build student housing on University owned land on Oxford Street and Bancroft Way.

Responsibility: University of California

Funding: University of California

10. Identify the main view corridors between the University and the Downtown, and develop standards, guidelines and criteria that will visually integrate the two areas. These can include setbacks for views, where appropriate, as well as landscaping and other unifying treatments tying together the Civic Center, Downtown and the University.

Responsibility: University of California, City of Berkeley Departments of Planning and Community Development, Public Works and the Office of Economic Development.

Funding: University of California, City of Berkeley General Fund, Assessment District, Private Developers



7. LAND USE

A. STRATEGIC STATEMENT

The plan seeks to focus development activity in the central core of the Downtown, with transitional uses located on the edges and in buffer areas. This represents a shift in the recent pattern of new development occurring along the east, south and northwest edges. This change will be accomplished by allowing higher densities and more intense uses on parcels in the central core and limiting development of outer parcels to a scale and intensity more compatible with adjacent neighborhoods. Because the core area is relatively built out, with only about 3.9 acres of potential development sites, only 1.7 of which are vacant, most of the change will occur through intensifying the use of and improving existing structures. Some new development in the core may require removal and replacement of existing small buildings, which must be done carefully and in accordance with the Historic Preservation and Design regulations.

Land use regulations are proposed by Downtown sub-area, permitting the individual character of each area to be strengthened or preserved, and avoiding land use conflicts with adjacent residential neighborhoods. Some regulations and programs apply to properties in all downtown locations; others are specific to certain areas.

Downtown Berkeley is currently a very diverse area, and a center for regional employment. Of considerable importance are the institutional employers, (University of California, City of Berkeley) which together account for over 1700 jobs and 858,524 square feet of built space. Along the southern and northwestern edges of downtown concentrations of auto-related uses are located — auto repair shops, parking, and auto sales and supply. The Downtown Plan suggests that as these uses phase out, they be replaced with more pedestrian oriented ones, such as retail stores, commercial services or restaurants, and that new residential development be constructed to shift the edges of the Downtown to residential and mixed use. (See Figure 7.1: Downtown Land Use).

B. BACKGROUND

The Downtown Plan Study Area includes about 20 blocks generally bounded by

Martin Luther King Jr. Way, University Avenue, Berkeley Way, Oxford Street and Durant Avenue. (See Figure 1). The Study Area is divided into planning sub-areas each with distinctive design, scale and land use characteristics. These include the Downtown Core, the Oxford Edge, and transitional buffer zones along the north, south and west edges.

The Downtown area has functioned as Berkeley's Central Business District for over fifty years. A land use survey conducted in 1984 determined land use patterns, compared current land use with records from 1968, and identified the land use trends that are changing Downtown Berkeley's composition. The survey identified 3,826,946 square feet of space (both structures and open lots), and analyzed it according to five land use categories; commercial, office, residential (including hotels), auto related, and institutional. As of the 1984 survey, office space constituted 35% of the total amount of built space. Commercial business space accounted for 26% of the total, followed by auto-related uses (17%), residential (12%) and institutional uses other than offices (e.g. library, schools) constituted 10%.

Office Space:

Privately owned (non-institutional) office space accounts for 892,009 square feet, 23% of the Downtown's total built space. A considerable amount of this office space — 18% of the total — has been constructed within the past twenty years. Space occupied by public institutions (e.g. University of California, City of Berkeley offices) accounts for the remaining 454,007 square feet of office space. Since 1968, non-institutional office space has increased in downtown by 123%, from 399,717 sq. ft. to 892,009 sq. ft. in 1984. The increase of 492,295 sq. ft. represents the greatest amount of growth in any of the land use categories.

Commercial Space

Commercial space includes retail, service, restaurant, finance and entertainment categories. Retail space, as the most predominant commercial land use, accounts for 14% of the total amount of built space. Food serving establishments constitute 4% of the total, followed by banking and financial activities (3%), miscellaneous services (2%) and entertainment (2%). Since 1968, an additional 216,918 square feet of

Downtown commercial space has been constructed, a 27% increase which creates a total of 1,007,954 square feet in 1984.

Residential Space

Residential space, 435,182 square feet, comprises 12% of the total; this amount includes residential hotels. Comparison with 1968 data shows a net decrease in downtown residential space of almost 13%. There are 723 year round housing units in the Downtown study area, with an average (mean) of 2.5 rooms per unit. Less than 1% of the housing units (ten units) are owner-occupied. Accordingly, renters comprise 77% (674) of the study area population. The average rents in the study area were \$189.00 per month in 1984. However, units at the retirement hotel account for higher rents at \$345.00 per month. There are 513 units of housing located in larger buildings with ten or more units at one address.

Traditional Downtown housing patterns include residential hotels and apartment buildings located over a ground floor of commercial space. Like many Berkeley areas, many parcels do not accommodate automobile parking or provide useable outdoor space. Residential densities within the downtown vary widely, with a few single-family houses in the study area, as well as 26 high density housing units that have more than 1.01 or more persons per room.

Auto Related Space

Auto related activities account for 633,207 square feet (17%) of Downtown space. Twelve percent of this total is accounted for by Downtown parcels that have parking as the predominant use. (This figure does not include small, private parking lots that are part of larger parcels with other predominant uses.) Between 1968 and 1984, the space used for parking had not changed significantly, but auto-related services and supply had declined almost 39% from 142,198 square feet in 1968 to 89,923 square feet in 1984. However, since the 1984 survey, development has been proposed on two major parcels that have been used for parking, reducing the amount of land used for parking by approximately 60,000 square feet.

Institutional Space

Public utility buildings, libraries, schools and other like uses occupy 10% (404,517 square feet) of the total built space. While the East Bay Municipal Utility District has relocated their Downtown Berkeley office, many public utilities and services remain. These include a Pacific Telephone office, PG&E office, and the Alameda County Courthouse. Other institutional and educational uses include the Berkeley YMCA, Vista College, and a number of private colleges and language schools. These uses, combined with major institutional employers such as the City of Berkeley offices, State Health Department and the University of California, make Downtown Berkeley a major employment and activity center not just for the City but for the region as well. No appreciable change in the amount of institutional space has occurred between 1968 and 1984, although since 1984, the University of California Office of the President has made arrangements to relocate to Oakland, and the County is considering possible expansion or relocation of the existing court house.

Table 7.1: DOWNTOWN SPACE USE BY CATEGORY


| <i>Category</i> | <i>Sq. Ft.</i> | <i>% of Total Built Space</i> |
|----------------------|----------------|-------------------------------|
| Office | 1346086 | 35% |
| Private | 892009 | 23% |
| Public | 454007 | 12% |
| Commercial | 1007954 | 26% |
| Retail | 542122 | 14% |
| Food | 157260 | 4% |
| Finance | 143006 | 3% |
| Service | 83731 | 2% |
| Entertainment | 91625 | 2% |
| Residential | 435182 | 12% |
| Houses | 13936 | 1% |
| Hotels | 157678 | 4% |
| Apartments | 263568 | 7% |
| Auto-Related | 633207 | 17% |
| Parking | 467677 | 12% |
| Institutional | 75607 | 2% |
| Services | 89923 | 2% |
| Institutional | | 10% |
| Non-Office | 404517 | |
| Total | 3826946 | 100% |

Source: Downtown Land Use Survey, 1984.



Figure 7.1

Land Use / Composite

-  Public & Institutional (Includes UC uses)
-  Commercial (Includes Office & Retail)
-  Auto Related (Includes parking)
-  Residential
-  Open Space & Vacant

B.1 Description of Downtown Subareas

Central Core

Many Berkeley residents perceive that the Downtown area no longer functions as their city center and the community has expressed the need to strengthen and improve the retail and cultural opportunities in the Downtown. Difficulties associated with this include the lack of parking, the existing poor image, physical environment and aesthetics of the Downtown and the shortage of large development parcels that typically facilitate urban development. There is also the lack of a strong positive link with the University, which the City could use in taking advantage of Downtown's location next to a large educational and cultural facility.

The Downtown Central Core includes the area within one block of the BART station, roughly between Addison and University to mid-block between Shattuck and Oxford south to Kittredge and west to Milvia. (see Figure 7.2). It is Berkeley's historic central business district, with an older, urban character still evident in the three-to-five story streetwall along Shattuck Avenue, and many historic buildings. The Downtown's vitality is still evident in the variety of architectural styles and the diverse land uses that remain. The core area is also a transportation hub, with the Berkeley BART Station and AC Transit providing local and regional access to and from downtown, and the Campus and LBL shuttle buses providing access to the UC campus. It also includes the Downtown's main shopping street, Shattuck Avenue.

The five Downtown blocks that comprise the core area contain 1,638,600 square feet of built space and approximately 1.7 acres of vacant land. The existing structures range in size and scale, with building heights from one to twelve stories, and floor area ratios (FAR)* of up to 6.3:1 for the Wells Fargo Bank and 8.3:1 for the Great Western Building.

When compared to the Downtown as a whole and the city in general, the central core has a highly diversified land use mix (See Table 7.2). The most desirable Downtown retail frontage, with the highest retail rents, is along Shattuck Avenue, the 'spine' of the Downtown. Above this valuable ground floor retail/commercial space, the historic development pattern of offices, apartments and hotels remains.

Recent major changes in Downtown include the construction of the Great Western Building at Center and Shattuck in 1969, the Bank of America in 1968, the renovation of Constitution Square in 1984, the closing of Hink's department store in 1985, and the renovation of the Central Bank and its conversion into retail spaces in 1987. Most development activity has involved changes in use or renovation, a trend which the Downtown Plan policies encourage.

* FAR stands for Floor to Area ratio. This term refers to a method used in calculating development opportunity allocated to a particular site which is based on the size of the development parcel. For example, if a parcel is 10,000 square feet, and the permitted Floor to Area ratio is 3 to 1, this means that three times the amount of the parcel area can be accommodated on the site. That is, $3 \times 10,000$ (parcel size) = 30,000 square feet. This regulation works with a height limit to permit flexibility in building design in order for a project to respond to specific characteristics of the context in terms of setbacks, views and open space.



Figure 7.2: The Downtown Core Area

Transitional Edges and Buffer Zones

The neighborhoods that surround Downtown are sensitive to new development and changes in use that result in intensified activity. Consequently, the plan designates buffer areas around the Downtown core to separate it from surrounding residential neighborhoods and to provide a transitional zone between the core and the neighborhoods. In the buffer areas, less intensive uses are permitted, in order to minimize the impacts of traffic and circulation, spillover parking, land use compatibility and noise.

The edges are also important components for establishing Downtown's visual identity. Accordingly, specific design and land use requirements are proposed for these areas.

The identified buffer areas are the Oxford Edge, the West Edge/Civic Center, South Shattuck corridor, and the North Edge/University Avenue. (See Figure 7.3)

Oxford Edge

The Oxford Edge is located mid-block between Shattuck and Oxford from Hearst to Bancroft Way. Oxford serves as a major division between the campus and the Downtown and is an important corridor for vehicular, bicycle and pedestrian movement. Because Oxford is an important north-south traffic thoroughfare, and its traffic volumes often make pedestrian crossings difficult, it is perceived as a barrier. With the University Campus open space and West Circle entrance to the east, Oxford Street is more visually open than the rest of the Downtown. This creates a transition between the Oxford edge and the more dense areas of the Downtown, allowing important visual access to the hills.

The Oxford edge is characterized by scattered vacant and underdeveloped sites and a land use profile dominated by 53% auto-related uses and 30% office uses. The remaining land use is 10% residential and only 6% commercial, reflecting the lowest proportion of commercial uses in the Downtown. University-owned and occupied space predominates, with University-related uses accounting for almost half (222,829 out of 548,537) of all surveyed land uses. There are also three historic landmark

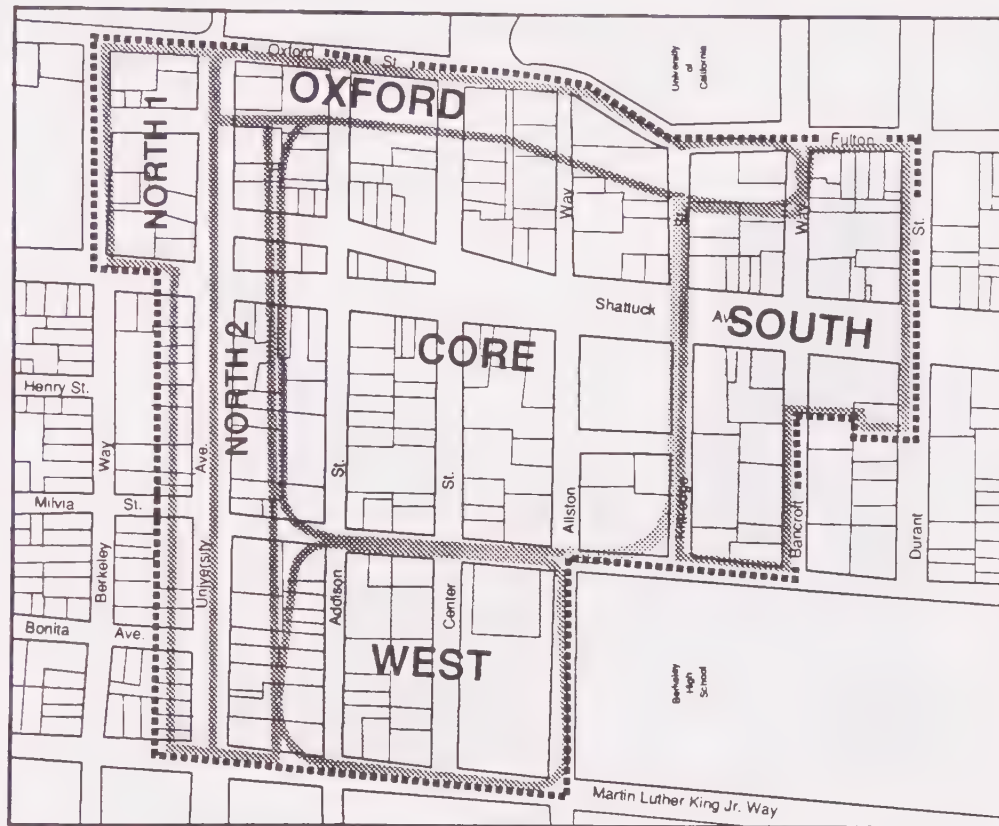


Figure 7.3

DOWNTOWN SUBAREAS

structures and two residential buildings along Oxford Street. The area contains about 2 acres in potential development sites, located on five parcels, and is very sensitive to campus expansion.



Figure 7.4: The Oxford Edge

West Edge/Civic Center

The west edge includes the Civic Center area, the western portion of Addison Street, and serves as a buffer zone between the Downtown core and the neighborhoods to the west. It is currently zoned C-2, and the adjacent neighborhoods are zoned R-2A and R-2. The Civic Center area is comprised of the Martin Luther King Jr. Civic Center Building and park, the Old City Hall (now Berkeley Unified School District Offices), the Alameda County Courthouse, Berkeley Community Theater, Berkeley High School, and the Veterans' Building. Not all these properties are within the boundaries of the designated Downtown Study Area, but they form a logical unit and must be considered together. A majority of land uses in the area (64%) are institutional or "other", the remaining 36% is split relatively evenly between

commercial, residential, office and auto-related uses. (See Table 3) The current institutional uses (High School, theater) provide some degree of separation between the neighborhoods and the Downtown core. Current problems, such as drug dealing, inhibit the use of the Civic Center Park and surrounding area. These should be addressed in order that the Civic Center becomes a more vital part of the Downtown and the City.

The west edge contains few development sites (52,300 square feet- a total of 1.2 acres on four potential development sites) and accordingly, offers minimal potential for new construction. However, other institutional and cultural uses in existing buildings would be compatible with the current land uses in the area. Appropriate uses in the Civic Center area include a Youth Center, cultural and community services in the Veterans' Building and civic activities in the park.

South Shattuck

The south edge includes all properties to the south of the core and the Oxford Street edge and the South Shattuck entry corridor to Dwight Way. The land uses in the south buffer are predominantly other/institutional (43%), followed by an equal distribution of commercial, offices and auto-related uses, and residential uses. (See Table 4)

The area is zoned C-2 and C-1, and it abuts R-2A and R-4 neighborhoods. This district represents a slight expansion of the original Downtown study area, but regulations are proposed because of its relationship with changing land uses and standards that have occurred south on Shattuck and that will occur in the downtown as a result of this plan and the South Berkeley Area Plan.

This area presents an opportunity for potential changes in use as existing auto-oriented businesses relocate. The existing scale of buildings, historic buildings, residential use, present commercial activities and the proximity to medium density residential neighborhoods require special sensitivity for determining what uses are the most appropriate to replace the auto businesses. This area is appropriate for residential development, with neighborhood-serving retail and commercial uses on ground

floor, There are about five acres of potential development sites along the South Shattuck corridor.

University Avenue/North Edges (North One and Two)

University Avenue serves as a major entryway to the City. Historically, University Avenue functioned as the link between the Downtown and Oceanview to the west. Now it creates a major regional link between the freeway and the University of California, traversing downtown for three blocks before its terminus at Oxford Street and the UC Campus. In addition to its role as a transportation and entry corridor, University Avenue separates the Downtown from the residential neighborhoods to the north. University Avenue has many attractive views to the east and the west, for pedestrians and motorists alike. To the east, the campus and the Berkeley Hills provide a seasonally changing backdrop, and to the west, the Golden Gate bridge and Marin hills provide a distant view. The views to the west are channeled by buildings on both sides of the street. The views to the east are more open due to the scattered nature of tall structures in the Downtown, although they vary significantly depending on location.

Overall, University Avenue buildings range in size, height, scale and use, but most properties are subdivided into a number of smaller commercial spaces at the ground floor, and utilize that space for retail or restaurant use. The Berkeley Architectural Heritage Association has identified thirty out of forty-seven of the properties fronting along University Avenue in the Study Area which are on the National Register of Historic Buildings, City of Berkeley Landmarks and Significant Structures under the Berkeley Landmarks Preservation Ordinance, and structures that contribute to the overall historic character of the Downtown.

There are no vacant parcels along University Avenue, and consequently, there are few opportunities for new construction in the north buffer area. The sites that represent possible development opportunities are currently occupied by viable businesses, but do not have a substantial structure on the site. As a protection for the residential neighborhoods to the north of Downtown, the City in 1986 reclassified

the north side of University Avenue to the C-1 zoning regulations. The south side remains under the C-2 regulations, although special height restrictions apply to the area shaded on the map. Both the C-1 and C-2, as well as the special interim regulations allow a wide range of land uses. The University Avenue corridor abuts residential districts to the north (R-2A zoning), Addison Street to the south, and terminates at the campus to the east. The University Avenue corridor continues west, providing access to the I-80 freeway and the Berkeley Waterfront.



Figure 7.5: University Avenue

North Shattuck (Shattuck from University Avenue to Virginia St.)

The Downtown entry corridors are appropriate locations for residential development, with neighborhood-serving retail and commercial uses on the ground floor. The North Shattuck entry corridor is currently zoned C-1, and abuts the Downtown central core, the North Shattuck Commercial District (C1A-NS) and R-2A and R-4 residential neighborhoods. Along the entry corridor, there are few locations for potential development.

Table 7.2 LAND USE MIX BY SUBAREA

| | OFFICE | COMMERCIAL ¹ | RESIDENTIAL ² | AUTO-RELATED | INSTITUTIONAL |
|--------------|--------|-------------------------|--------------------------|--------------|---------------|
| CORE AREA | 29% | 29% | 11% | 20% | 9% |
| OXFORD EDGE | 9% | 6% | 10% | 53% | 21% |
| WEST BUFFER | 13% | 6% | 8% | 9% | 64% |
| SOUTH BUFFER | 17% | 17% | 8% | 15% | 43% |
| NORTH BUFFER | 44% | 33% | 17% | 3% | 3% |

¹ Includes retail, food, finance, service and entertainment.

² Includes residential hotels.
Includes University auto-related space.

Source: Downtown Berkeley Land Use Survey, 1984.

C. OBJECTIVES AND POLICIES

Downtown is a very diverse place. Recent changes in land use include the loss of surface parking, and the decreasing diversity of the land use composition: a decreasing proportion of residential uses and an increasing proportion of office and commercial uses. Over the last thirty years it appears that the Downtown has become less of a regional retailing center. The community has expressed concern about this perceived loss of diversity and uniqueness, and about the increasing traffic congestion from new office uses. The City is concerned with the loss of opportunity to capture existing markets, and the potential loss of institutional employment if large employers relocate.

Objective 1

STRENGTHEN DOWNTOWN AS A VITAL CITY CENTER OFFERING EMPLOYMENT, HOUSING, RECREATIONAL AND CULTURAL OPPORTUNITIES FOR BERKELEY RESIDENTS. CONSIDER RETAIL USES AS A FIRST PRIORITY, WITH RESIDENTIAL USES SECOND PRIORITY.

The choice of preferred and most desirable land uses is difficult to make, in that many competing factors must be balanced in developing a policy to apply to specific uses. While in the past, Downtown has played a regional role as a retail center, like many downtowns, the changing nature of shopping patterns has had an impact. Many larger department and general merchandise stores have relocated to other areas or gone out of business over the past twenty years. In an effort to address this issue, the plan favors uses that will support and strengthen the retail sector of the Downtown, whether through a single anchor department store, a series of retail specialty stores, or a retail management program. Retail uses are preferred in that they provide a useful service for the residents and employees, and contribute to the City's tax base through retail sales tax and business license fees. A successful shopping district benefits the image of the area and the City as well.

Secondly, in an effort to create a 24-hour Downtown, the plan encourages cultural and entertainment uses and restaurants. Downtown Berkeley already hosts six movie theatres and two dramatic theatres, and serves as a center for entertainment, next to the University, suited for late night activity following performances. Night activity includes restaurants, bars, clubs and lounges, remaining open late into the night. These uses are preferred, as they make a contribution to the cultural life of the City, provide a service for Berkeley residents, and create a regional attraction in the Downtown.

Problems with encouraging retail uses include the need for short term parking in order to have a successful shopping district, and the fact that retail uses are very high traffic generators in an area that is becoming congested and where traffic is a main concern to the community.

Residential uses are the second priority for Downtown. With people living in the downtown, it becomes a more vibrant and social place; new retail uses will move in to provide services for the residential market; and new housing development can begin addressing the City's severe housing shortage. Ideally located for regional access and commercial services, Downtown Berkeley has the potential to become an important residential district for individuals who desire a moderate density, urban lifestyle, close to the regional transportation network and employment. The plan supports market rate housing and housing to serve the University community, as

well as low and moderate income housing. Problems associated with Downtown housing include the high cost of development and the cost of providing parking for new area residents. The City's commitment to low and moderate housing will need to continue as the City will need to facilitate development of low and moderate income housing in order to make it feasible.

Policies:

1.1 Strengthen the Downtown's highly diversified land use mix and maintain the historic land use pattern of ground floor retail, commercial, and restaurant uses, with residential and office uses above.

1.2 Encourage land uses that will draw Berkeley residents to Downtown for shopping and other activities. Attract a major retail anchor (department store or shopping complex) to strengthen the retail sector and create a unique and successful Downtown shopping environment.

1.3 Encourage intensive retail and entertainment uses to locate Downtown. Ensure that zoning regulations for the neighborhood commercial districts are more restrictive regarding regional uses (excluding South Berkeley) to encourage such businesses to locate in the Downtown.

1.4 Improve the opportunity for Downtown cultural activities. Encourage live performances, noon-time concerts and evening activities. Provide opportunities for Berkeley's craftspeople and artists. Improve and expand the existing arts and entertainment facilities.

1.5 Encourage residential development in and near Downtown for a variety of social and income groups. Strongly encourage mixed use developments that include retail, residential, and office uses. Preserve, upgrade and develop low and moderate income Downtown housing.

1.6 Offer development incentives (tax benefits, density bonuses) to encourage appropriate Downtown development. Encourage changes in use to promote land uses more compatible with the establishment of a vital, pedestrian-oriented com-

mercial center. Encourage auto repair shops, large printing facilities, surface parking lots, gas stations, auto sales and other industrial-oriented business to relocate to other parts of town.

Objective 2

FOCUS DEVELOPMENT AND NEW LAND USES IN THE CENTER OF DOWNTOWN NEAR TRANSIT FACILITIES; MINIMIZE THE IMPACTS OF DEVELOPMENT ON ADJACENT NEIGHBORHOODS BY CREATING TRANSITIONAL BUFFER ZONES AROUND THE CORE.

The plan seeks to focus development activity in the central core of the Downtown, with transitional uses located on the edges and in buffer areas.

Policies:

2.1 Cluster intense development activity in the central core area of the Downtown, and locate transitional uses and moderately scaled buildings in buffer zones along the edge.

2.2 Protect neighborhoods from adverse traffic impacts and parking spillover.

2.3 Provide support facilities for the Downtown core area uses in the adjacent buffer subareas.

2.4 Encourage neighborhood-serving commercial services in the buffer areas.

2.5 Policies for Sub-Areas

Land use regulations are proposed by Downtown sub-area, permitting the individual character of each area to be strengthened or preserved, and avoiding land use conflicts with adjacent residential neighborhoods. Some regulations and programs apply to properties in all Downtown locations; others will be specific to certain areas.

Core Area

Relatively intense development is appropriate close to the transit facilities at the Downtown center. With the advantage of transit, it will be easier for employees to take BART/bus to work, minimizing parking demand and traffic generation. The existing condition in the core is a dense, active area with a high level of use.

- a) Focus development activity in the core area by permitting buildings to be taller and more dense than buildings in the buffer areas. Permit new construction up to 7 stories in specific locations in the core, and utilizing specific bonus provisions outlined on page.
- b) Encourage the provision of off-site parking; discourage core development from providing on-site parking. Eliminate surface parking lots.
- c) Permit demolition of small historically non-significant buildings in the core area if necessary to construct new building for a preferred use in the Downtown Plan. Discourage demolition of structures identified in the BAHA Historic Survey as Landmarks, Significant Structures or Contributing Structures.
- d) Encourage the development of small parcels within the core, as opposed to their assembly into larger parcels.
- e) Create a pedestrian-oriented zone, by requiring retail or public uses at the ground floor of buildings.

Oxford Street:

With the views of the campus and the hills to the east and access to public transportation, Downtown services and the University, the Oxford Street edge is a desirable location for housing.

To strengthen the functional relationship between the campus and the Downtown, special uses that link the campus and the Downtown (cultural uses, research and development offices, commercial and business services) should be encouraged. While the Oxford Street corridor is not a primary location for retail uses, commercial businesses, restaurants, cultural uses and housing that serve both Downtown businesses and the campus community should be encouraged.

a) Increase the land use diversity in the area and encourage commercial businesses, restaurants, cultural uses and housing that serve both Downtown businesses and the campus community.

b) Strengthen the functional relationship between the campus and the downtown. Encourage special uses that link the campus and the Downtown such as cultural services, research and development offices, and commercial and business services.

c) Infill the existing gaps along the Oxford Edge to consolidate the Downtown edge, while maintaining a sense of openness and visual access to the hills and campus to the east.

d) Target currently vacant and/or underutilized sites along the Oxford edge as possible locations for residential development, especially student housing.

Civic Center/West Buffer

The Civic Center area should assume a more significant role in City life, and be used by greater numbers and diversity of people. The civic character of the area needs to be strengthened, and the adjacent facilities better utilized. At the same time, impacts on the adjacent neighborhood need to be minimized, and considered when assessing new programming and uses for the Civic Center area. If constructed at the current location, the proposed County Courthouse expansion should maintain the existing setback of Old City Hall, with a height

does not exceed the Old City hall roofline. The proposed Courthouse should also be oriented so that it faces in toward Civic Center.

a) Encourage cultural and community services to locate in the Veterans' Building.

b) Develop a design plan for Center Street to connect the Civic Center with BART and the Campus. (See Environmental Quality Element)

c) Find a location for a Youth Center in the Civic Center area. (See Social/Cultural Element)

d) Maintain Civic Center park as an open space.

e) Develop a parking facility in the area to prevent spillover into the adjacent neighborhood.

University Avenue/North Buffers

Revitalization potential along University Avenue focuses on changes in use. Because of the nearby medium density residential neighborhoods, local-serving retail and commercial uses are desirable. In addition, because of the proximity to transit and the University, the University Avenue corridor is a desirable place for mixed-use residential/commercial development. Recent trends show small concentrations of ethnic restaurants and stores emerging along University Avenue. This trend should be encouraged with infill development that is compatible with existing uses and improves and contributes to the pedestrian environment and the streetscape. Revitalizing the retail uses along with physical improvements such as better maintenance of the street trees, more frequent sidewalk cleaning, renovating the storefronts and restoring their historic character and rehabilitating the residential hotels would help to restore University Avenue to its role. Better street cleaning and landscape maintenance, would create a better pedestrian environment.

Neighborhood serving commercial, new residential, and limited small scale office development are appropriate uses for this area.

- a) Encourage the concentrations of ethnic restaurants and stores emerging along University Avenue.
- b) Ground floor frontage should be devoted to retail or restaurant use.

South Shattuck

As existing auto-oriented businesses relocate, guide changes in use to residential development with neighborhood-serving retail and commercial uses on ground floor.

North Shattuck

Encourage residential development, with neighborhood-serving retail and commercial uses on ground floor.

D. PROGRAMS

1. Zoning Ordinance Amendments

As a necessary implementation measure to the Downtown Plan, either the City must amend the C-2 zoning regulations and reclassify the Downtown properties where C-1 regulations currently apply to a new Downtown Buffer Zone category, or prepare and adopt a Specific Plan for Downtown. In either case, development standards (height limits and bulk controls) must be applied for each individual sub-area to maintain the diversity of scale and land use in the Downtown.

The plan does not propose development, but rather sets out a framework of regulations and requirements within which development that is determined to be

in the City's best interests can occur. In the core area, the regulations permit carefully controlled commercial development with an emphasis on retail improvement and cultural and entertainment uses. The regulations for the buffer areas and the Oxford edge encourage housing development and permit small scaled commercial and retail development. The plan proposes floor area ratio and height bonuses and a streamlined permit process for projects that are in exact accordance with Downtown Plan regulations. The plan regulations propose that the Downtown's urban development pattern is continued with full lot coverage and no yard setbacks required in the Downtown core. Because of the proximity to the residential (R-2A) district to the north, special yard setbacks at the side and/or rear of lots will be required in the north, west and south buffer areas. To increase the diversity of land uses and improve the areas vitality, mixed-use development is preferred in the core area and required in the buffer zones.

In order to focus development in the center of Downtown and create transitional buffer zones between Downtown and adjacent residential neighborhoods, the plan recommends reducing the development potential from the current C-2 zoning regulations. Throughout Downtown, new construction will be carefully controlled for both design compatibility and traffic and transportation impacts. In the Core Area, a base height of 65' (5 stories) is proposed, with possible increases up to 87' (7 stories) under special circumstances described in the following section. In the Oxford Edge subarea, a base height of 40' (3 stories) is proposed, with increases up to 60' for residential projects. In the remaining buffer areas, a base height limit of 40' (3 stories) is proposed, with increases up to 50' to 60' (4 to 5 stories) permitted for residential projects, depending on the buffer area. These proposals represent a reduction from the current C-2 zoning, which permits new construction up to 100' throughout the downtown. (See Table 7.3)

Downtown Plan land use regulations address two different types of changes — new construction and changes in use. Based on the preservation emphasis of the Downtown Plan, changes in use and improvements to existing properties are preferred over demolition and new construction when feasible. Accordingly, plan regulations will strictly control new construction and demolition of existing structures.

The following section proposes draft zoning ordinance amendments that would be required to implement the Downtown Plan land use policies.

1.1 Uses Permitted

The plan proposed that all commercial, business, residential, cultural, recreational, and educational uses would be permitted under the Downtown Plan regulations. Ground floor space throughout the Downtown would be required to be occupied by commercial, cultural or retail services. Retail uses would be required along the ground floor/streetfrontage of Shattuck Avenue. Zoning ordinance amendments would include special restrictions on the number and type of restaurants (especially fast food establishments), offices and financial institutions occupying ground floor/street frontage space or the expansion of auto-related uses. Industrial and manufacturing uses would be prohibited with the exception of crafts and jewelry manufacturing, and surface parking lots would be restricted to the buffer and edge areas of downtown. In an effort to encourage residential development, increases in floor area are proposed for residential projects. In an effort to encourage retail development, increases in floor area are proposed for moderate to major retail projects. In an effort to increase the level of nighttime activity, extension of operating hours to midnight by right throughout the downtown is proposed.

1.2 Changes in Use

Overall Change of Use Requirements:

Ground floor commercial space would be required to convert to retail, cultural or other publicly accessible uses as they become available.

Changes in use to uses other than retail would be required to provide parking in accordance with policies of the Transportation element, to minimize the impact on the surrounding neighborhoods.

The plan calls for changes in use regulations to encourage the intensification of retail activity in the Downtown Core. Use proposals that meet the Downtown Plan

requirements (preservation and design review, transportation, economic development, size thresholds and subarea land use guidelines) would be permitted by right. Where a use permit would be required (all restaurants) special criteria to use for administrative approval are proposed. Such criteria will state preferred uses and include guidelines for each subarea. Uses or buildings that would become non-conforming as a result of Downtown Plan regulations would require use permits for changes in use over the designated size threshold for the area.

Specific Criteria for Changes of Use in Subareas:

Central Core

The plan encourages changes in use that will improve the diversity and bring more pedestrian activity to the Downtown. This includes entertainment and night uses, restaurants, cultural and recreational facilities, commercial services and retail shops. Office uses on the ground floor would not be permitted, and downtown design review guidelines would require that all ground floor have a strong physical relationship and visual connection to the street. No surface parking would be permitted. Along Addison Street changes in use from auto-oriented to cultural, entertainment and restaurants would be encouraged. Along Shattuck Avenue, retail uses would be required on the ground floor street frontage, although design regulations will require that large, single retail uses visually continue the pattern of smaller storefronts.

West Edge

In order to maintain the separation between Downtown and the residential neighborhoods to the west, only institutional or civic uses, residential and small-scale commercial services uses would be permitted along Martin Luther King Jr. Way. Such new uses and changes to those uses would be permitted by right. For retail uses in the West buffer area, proposed uses that would occupy more than 5,000 square feet would be required to obtain a use permit. If a change of use in a building would result in a total of more than 20,000 square feet of retail or other commercial space, a use permit would be required.

Oxford Edge

Housing, commercial services, university-related research and development, cultural and entertainment facilities and restaurants are desirable uses in the Oxford Edge subarea and would be permitted by right. Residential uses are highly preferred, and new housing is encouraged either as all-residential projects or as mixed-use residential projects with retail/service commercial permitted on the ground floor. Business and commercial services or cultural uses would be required on the ground floor throughout the subareas street frontages.

North Edges

Along University Avenue, retail or other commercial would be required at the ground floor/street frontage, and all residential or commercial uses permitted above the first floor. Such new uses and changes to those uses would be permitted by right, except for retail uses that would occupy more than 5,000 square feet, which would be required to obtain a use permit. If a change of use in a building would result in a total of more than 20,000 square feet of retail or other commercial space, a use permit will be required.

South Edge

South Shattuck is a desirable location for housing development and small-scale commercial services. Such new uses and changes to those uses would be permitted by right, except for retail uses that will occupy more than 5,000 square feet, which would be required to obtain a use permit. If a change of use in a building would result in a total of more than 20,000 square feet of retail or other commercial space, a use permit will be required. New housing is encouraged either as all-residential projects or as mixed-use residential projects with retail/service commercial permitted on the ground floor. For retail uses in the South buffer area, a maximum size threshold of 5,000 square feet for one use or space is proposed. If a change of use would result in more than 20,000 square feet of retail or other commercial space, a use permit will be required.

1.3 New Construction

For new construction projects under 20,000 gross square feet (GSF) in the buffer areas, and 30,000 GSF in the core, that do not exceed the base permitted floor area ratio (FAR) and base permitted height, administrative level review is proposed. Projects over 30,000 GSF in the core and 20,000 GSF in the buffer areas would be required to obtain a use permit from the Board of Adjustments. Administrative review would include assessment of conformance with all the Downtown Plan requirements as well as review CEQA compliance. Design review will be required for all new construction.

Development Standards

The following development standards are proposed for new construction in the Downtown Plan area. (See Table 7.3)

Permit a base floor-to-area ratio of 4:1 throughout the Core Area, 3:1 in each of the buffer areas. Establish a maximum height limit of 65' (five stories) in the core and of 40' (three stories) along the Oxford Edge, West Buffer and North 2 Buffer area and of 40' (three stories) in the South Buffer area. The North 1 Buffer area is currently zoned C-1, with a maximum height permitted of 35' for residential projects and 50' for mixed use commercial/residential projects. In order to encourage desirable developments, permit a bonus up to a maximum height of 87' (seven stories) in the core area for developments including a minimum of 50,000 square feet of retail space, and a bonus of up to a maximum height of 75' (6 stories) for 20,000 to 49,000 square feet of retail space. For development proposals that include a minimum of 75% of the project's gross floor area in housing, permit a height increase to a maximum of 60' (5 stories) in the Oxford Edge and South Buffer, 55' (5 stories) in the North 2 Buffer, and 50' (4 stories) in the West Buffer. Additional height allowances are provided in the Core, the Shattuck Avenue portion of the South Buffer, and the Oxford Edge, for providing space permanently dedicated for cultural facilities, with 1 additional floor for providing at least 5,000 square feet of space for such facilities, and 2 additional floors for providing at least 10,000 square feet of

space. In no case may the height with this bonus exceed that permitted for a residential project.

An allowance of one additional floor of commercial space, up to a maximum of 87' (7 stories) is permitted in the Core for projects which produce anywhere in the Downtown, the number of affordable rental housing units required in the City's Housing Mitigation Policy. If the units are provided outside of the Downtown area, elsewhere in Berkeley, the rate required is 1.25 times the required number. To be eligible for this one floor commercial bonus, the developer/owner must have:

- Site control and a Use Permit for the residential project prior to receipt of the Occupancy Permit for the commercial project; and
- An Occupancy Permit for the residential project no later than 2 years from the receipt of the Occupancy Permit for the commercial project.

Special Development Controls on Site Development, Building Orientation, and External Effects (Performance Standards)

a) New development should not create wind tunnels, cause negative impacts on landmarked buildings, or obstruct important views. New construction along Oxford Street should maintain visual access to the hills.

b) Solar Access Requirements

In design review for new construction, solar diagrams illustrating the shadow impacts of new construction on the eastern Oxford Street sidewalk would be required. Buildings would not be permitted to block solar access to the east side of Oxford Street and the north sidewalk of Center Street at noon on December 21st.

Developers of new construction would be required to provide materials for

visual impact analysis.

Developers of new construction in all areas of the Downtown may be required to provide sun/shade diagrams where necessary for design review.

c) Yards and Setbacks

No building setbacks are proposed, and would not be permitted unless they are to provide usable public open space or where the development parcel abuts a residential district. If the parcel abuts a residential district, setbacks would be required at side and rear of parcels where property abuts the residential district. New development at the Oxford Street intersections should provide setbacks for public open space.

New development along the Oxford Street frontage should be oriented toward the street. New development along Milvia Street would be required to provide public open spaces with bike storage. (See Transportation Element)

If a surface parking lot were to be located at the ground level, a setback from the property line would be required. The setback would be required to be landscaped with shrubs or trees in accordance with the street tree plan for the Downtown, or equipped with facilities for vendor stalls — benches, trash container and pad. If a parking structure were to be located at the ground level, the street frontage would be required to be occupied by commercial or residential uses to a minimum depth of 30' from the property line.

No net increase in the number of driveways or curb cuts to any one property would be permitted in the Central Core. (see Transportation Element)

d) Lot Coverage

100% lot coverage is proposed in the Core Area, with setbacks and reduced coverage required after the third or fourth floor depending on the specific context.

100% lot coverage is proposed in the buffer areas and the Oxford Edge, with setbacks and reduced coverage required after the second, third or fourth floor depending on the specific context.

e) Housing Limitations

In the Core area, housing is permitted on sites of 27,500 square feet or less. Affordable housing is exempt from this requirement, and can be built on any site in the Core.

1.4 Parking Required

New commercial construction and changes in use would be required to accommodate parking at a ratio of 1.5 spaces for every 1,000 gross square feet. New residential construction would be required to accommodate parking at a ratio of 1 space for every unit for single family residences and multiple family residences of up to 4 units. Multiple family buildings with 5 or more units will provide 1 space for every 2 units, except in the Core area, where 1 space for 3 units is required. Student housing will provide 1 space for every 4 beds and hotels 1 parking space for every 3 rooms and 1 for every 3 employees. Single Room Occupancy Buildings with In-Room Cooking Facilities will provide 1 space for every 4 rooms, while Single Room Occupancy / Group Quarters will provide 1 parking space for every 8 rooms.

On-site parking would not be provided in the Core Area; in-lieu of parking fees could be paid, or off-site parking in the buffer areas could be developed to accommodate a project's parking requirement. (See the Transportation Element)

Parking structures and lots would not be permitted in the core area, and parking stalls would not be permitted to occupy street frontage. (See yard requirements)

1.5 Demolitions

Adaptive re-use of structures in the Downtown would be encouraged by discouraging demolition of any historic structure documented in the Berkeley Architectural Heritage Association Historic Survey of Downtown, and requiring Landmarks Preservation Commission review of demolitions of buildings greater than 40 years old, as specified in the Landmarks Preservation Ordinance. Special funding programs are proposed to improve the feasibility of adaptive reuse and restoration.

1.6 Neighborhood Commercial Zoning

Review and if necessary revise zoning regulations for neighborhood commercial districts (excluding South Berkeley) to assure that they are more restrictive than Downtown Plan regulations for regional-serving uses.

Responsibility: Planning Staff, Planning Commission, Transportation Commission, Landmarks Preservation Commission,

Funding: Incorporate into Planning Work Program.

DOWNTOWN PLAN HEIGHT LIMITS BY DISTRICT FOR COMMERCIAL AND RESIDENTIAL PROJECTS

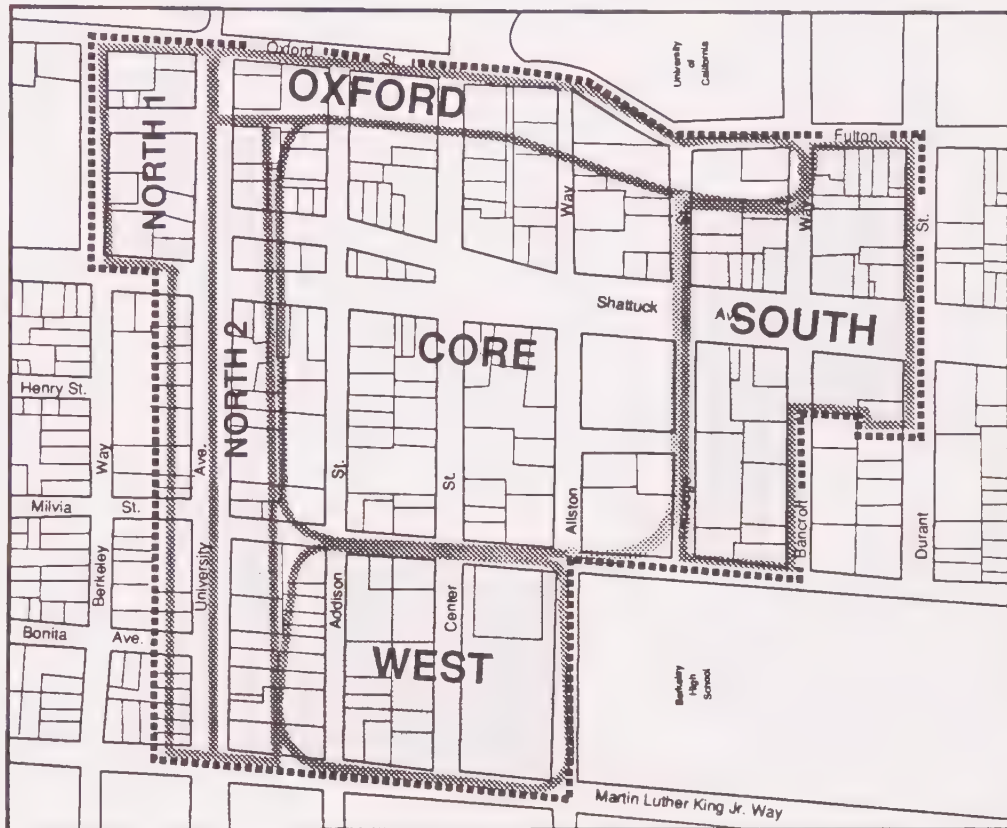


Figure 7.6

| | |
|---------------------|---|
| Core: | Base maximum height of 65' (5 stories) Up to 87' (7 stories) with special bonuses. Base Far 4; Bonus (Retail) FAR 6 |
| Oxford Edge: | Base maximum height 40' (3 stories). Up to 60' (5 stories) for a residential project. |
| North 1: | Height, bulk, and use permit thresholds. same as in the C-1 Zoning District. |
| North 2: | Base maximum height 40' (3 stories). Up to 55' (5 stories) for a residential project. |
| West Buffer: | Base maximum height 40' (3 stories). Up to 50' (4 stories) for a residential project. |
| South: | Base maximum height 40' (3 stories). Up to 60' (5 stories) for a residential project. |

Revised Zoning

Table 7.3 DOWNTOWN DEVELOPMENT REGULATIONS FOR NEW CONSTRUCTION

| | Base Height Limits/ Floor Area Ratio | Maximum Bonus Height Limit/ Floor Area Ratio | Bonuses Available | Parking Requirement, Residential | Parking Requirement, Commercial |
|----------------|--|---|--|--|---|
| Core | 65' (5 stories) 4:1 | 87' (7 stories) 5:1 with 1 floor bonus 6:1 with 2 floor bonus | 1 floor for 20,000 sq. ft. retail (75') 2 floors for 50,000 sq. ft. retail (87') 1 floor for 5,000 sq. ft. (75') Cultural Facility 2 floors for 10,000 sq. ft. (87') Cultural Facility | Single family to 4 units 1 space/unit Multi-family 5 or more-1 space/3 units Student hsg-1 space/4 beds SRO with some facilities-1 space/4 rooms SRO with only common facilities 1 space/8 rooms Hotel-1 space/3 rooms + 1 per 3 employees | 1.5 spaces/1000 GSF or in-lieu fee: \$12,000/space No on site parking in Core for development on sites under 30,000 sq. ft. |
| Oxford Edge | 40' (3 stories) 3:1 | 60' (5 stories) 4:1 | 2 floors (60') for a minimum of 75% of projects' gross floor area= residential space 1 floor for 5,000 sq. ft. Cultural facility (50') 2 floors for 10,000 sq. ft. Cultural facility (60') | Single family to 4 units- 1 space/unit Multi-family 5 or more- 1 space/2 units Student housing 1 space/4 beds SRO with some facilities/ 1 space/4 rooms SRO with only common facilities 1 space/8 rooms Hotel-1 space/3 rooms + 1 per 3 employees | 1.5 spaces/1000 GSF or in-lieu fee; \$12,000/space |
| South | 40' (3 stories) 3:1 | 60' (5 stories) 4:1 | 2 floors (60') for a min. of 75% of projects' gross floor area= residential space 1 floor for 5,000 sq. ft. Cultural Facility (50') (Shattuck Ave. only) 2 floors for 10,000 sq. ft. Cultural Facility (60') (Shattuck Ave. only) | As in Oxford Edge | 1.5 spaces/1000 GSF or in-lieu fee: \$12,000/space |

Table 7.3 Cont'd

| | Base Height Limits/ Floor Area Ratio | Maximum Bonus Height Limit/ Floor Area Ratio | Bonuses Available | Parking Requirement, Commercial | Parking Requirement, Residential | |
|-----------------|--|--|--------------------------|---|---|---|
| Revised Zoning | West | 40' (3 stories) 3:1 | 50' (4 stories) 3.5:1 | 1 floor (50') for a minimum of 75% of projects' gross floor area = residential space | As in Oxford Edge | 1.5 spaces/1000 GSF or in-lieu fee: \$12,000/space |
| | North 2 | 40' (3 stories) 3:1 | 55' (5 stories) 4:1 | 2 floors (55') for a minimum of 75% of projects' gross floor area = residential space | As in Oxford Edge | 1.5 spaces/1000 GSF or in-lieu fee: \$12,000/space |
| | North 1 (C-1) | 35' (3 stories) residential only 50' (4 stories) mixed use/residential and commercial 3:1 | | | As in Oxford Edge | 1.5 spaces/1000 GSF or in-lieu fee: \$12,000/space |
| Previous Zoning | C-2 | 100' (9 stories) All uses 6:1 | | | 1 space/unit or 1 space/1000 GSF of residential space | 2 spaces/1000 GSF or in-lieu fee: \$12,000/space |
| | Transition Area | 50' (4 stories) 3:1 | | | 1 space/unit or 1 space/1000 GSF | 2 spaces/1000 GSF or in lieu fee: \$12,000/space |

- NOTE:
- Threshold for requiring Use Permit for new construction and change of use is 30,000 sq. ft. g.f.a. in the Core and 20,000 sq. ft. in all other areas.
 - One additional floor of commercial space is permitted for projects complying with the off-site housing production program.
 - Bonuses are additive up to the maximum height limit in the sub area(eg. 7 stories and 87 feet in the Core)
 - Transportation Service Fee: The current fee of \$.20/square foot for 30 years or \$2/square foot one time fee *for all* new construction applies until such time as another on-going funding mechanism is established.
(No threshold applies)
 - Bike Parking Requirement: 1 space/2000 GSF for all new construction, additions *and* changes in use.
 - Loading Space Requirement: 1 space/40,000 square feet of GFA of new construction.

8. IMPLEMENTATION

Implementation of the Downtown Plan will require the active participation of the City, merchants, property owners, the University of California, other public agencies, and civic and cultural organizations. The plan describes programs to carry out the objectives and policies of each element. In most cases the programs will require a partnership between the City, the private sector, and other organizations.

Table 8.1 Summary of Programs chart lists each of the Plan element programs. It indicates who has responsibility for that program (the City Department(s), private sector, or other agency), the estimated cost where possible, and the implementation phase for that program. Phase 1 programs are those that City, another agency, or the private sector can initiate immediately and can be completed in one or two years. Phase 2 programs are those that will take up to five years to complete and may require prior actions or shifts in work programs or budgets. Phase 3 programs are long range, taking more than 5 years to complete and require major new sources of funding.

Following is a general description of the major program categories and the proposed sequence in which they would be implemented in order to carry out the objectives and policies of the Downtown Plan.

Ordinances and Other Regulations

Immediately after adoption of the Plan, The City can enact regulations to amend the C-2 regulations, to establish the requirements in the Land Use Element and the transportation and parking standards in the Transportation and Circulation Element. These regulations would be in effect within six to twelve months.

The plan recommends a detailed streetscape study and the development of detailed design guidelines for each of the sub areas. This will require the completion of a facade study, with additional funds needed for a design consultant. Preparatory work is programmed to begin the Plan immediately after adoption.

Other regulatory programs are also within the scope of existing City Department budgets. The City is already implementing inclusionary zoning requirements for new housing, which would affect Downtown residential development. The Economic

Development office is completing work on the mitigation ordinance which would require Down-town developers to cover the actual costs of their projects. The Public Safety Department is responsible for the preparation of the new Fire Safety regulations. The Public Works Department is working on a Resolution to charge developers, including the University of California, a street damage fee in conjunction with development projects.

The implementation of the growth management program has already begin immediately, by requiring that traffic impacts and level of service policies be addressed through environmental review and in the permit process for new construction. Through the environmental review process planning staff analyze University projects, although the City is limited to asserting rather than requiring the University to abide by the same standards for mitigation. Implementation of this policy will require continued cooperation by the University.

The development of Seismic ordinances outlined are planned for Phase 1. These regulations tie directly into the Codes and Inspection Division's work program. Other ordinances and regulations will require longer to prepare, over a five-year period, as they would involve shifts in departmental budgets or work programs, or obtaining additional funds. These include the energy ordinances, and the toxic disclosure and cleanup ordinance.

Phase I. Immediate Public and Private Improvements and Programs

As indicated in Table 8.1 the City can undertake additional improvements and programs within existing budgets or by focusing the present activities of various Departments on the Downtown. A Saturday morning farmer's market has recently started in the Downtown, through the cooperation of the City and Community groups. With additional funds the Civic Arts and Parks and Recreation Commissions can initiate the recommended street fairs and live performances in Downtown public spaces. These programs will require the participation of artists, cultural organizations, and merchants as well.

The recommended landscape maintenance program for public rights-of-way will require some refocusing of existing City landscaping programs on the Downtown.

Some capital improvements to the BART Plaza and the Haven's Fountain are already being designed with public input, and are expected to be completed in 1991. The Office of Economic Development and community organizations have already initiated first source hiring and job training programs, serving the Downtown as well as other areas. Although economic development programs to assist and support new small business Downtown will require additional funds, the Office of Economic Development has recently hired a staff person to focus on Downtown revitalization and improvements.

The Public Works and Planning departments and Berkeley TRiP have obtained funds for some short-range transportation projects: parking for bicycles, motorcycles, and car/vanpools. Increased enforcement of meter parking by the Parking Division would be possible in the short range because it would be offset by revenues.

The Transportation Systems Management Program requires the adoption of a detailed ordinance and hire staff support for coordination. The actual program is implemented by downtown employers. At the same time regulations for Parking Management would be established, which would make most efficient use of existing facilities.

The City of Berkeley has been designated a Main Street Urban Pilot Program Project in 1990. The Downtown Berkeley Association will serve as the non-profit board on the Main Street program, which will provide for the coordinated management, promotion, and development of the Downtown as a unified retail center. This program would also be a resource for developing the design guidelines for the Downtown. The City has already allocated \$70,000 for this program in year 1, which is matched by \$35,000 in consulting services from the State Department of Commerce and \$35,000 cash from the Downtown Berkeley Association. Continued support of this organization could require an additional source of funds, such as through a benefit assessment district in addition to the contributions from the business community and the City.

The University of California could immediately begin scheduling events in Downtown buildings and public spaces, and could establish attractive and interesting activities in the ground floors of University owned buildings.

Phase II Intermediate-Range Public/Private Projects

Several projects as identified in Table 8.1, to be completed within an estimated five year period, could require additional funds or adjustments in present work program/budget priorities (see Table 8.2, Five Year Capital Improvement Projects). These projects will depend upon a cooperative relationship among the City, private organizations and other public agencies.

Police foot patrols have been increased in the FY 90-91 budget. Increasing police foot patrols further will require additional funding for the Public Safety Department budget, possibly through a benefit assessment or through the City General Fund. Establishing an information clearing house for non-profit agency space availability in Downtown will require that the Office of Economic Development obtain grant funds. Recommended street furniture, bus shelters, and short-range traffic improvements will need funding by the City's Public Works Department, AC Transit and a combination of other sources. These capital improvements Table 8.2,

Phase III Long-Range Projects

Several major projects recommended in the plan will require new sources of funding, and more than five years to complete. All of these projects are listed in Table 8.1. The capital improvement projects are indicated in Table 8.3. Public projects that will involve extensive planning and analysis to determine feasibility and establish design standards include the Center Street Design Plan, opening and improving Strawberry Creek, redesigning the Civic Center area, and major changes to the BART Plaza.

Transportation projects will involve detailed planning before construction, which could be financed through a benefit assessment district. These include a new parking garage, remote satellite parking facilities, and the redesign of Shattuck Square and the University Avenue/Shattuck Avenue intersection.

The Arts Commission and various cultural organizations could work together to obtain funds for the development of the Veterans' Memorial Building as a cultural center. Cooperation between the City and the School District would be required to

Table 8.1 BERKELEY DOWNTOWN PLAN - SUMMARY OF PROGRAMS

| PROGRAM | LEAD RESPONSIBILITY | COST | PHASE |
|--|---|--------------------------|-------|
| 1. HISTORIC PRESERVATION/URBAN DESIGN | | | |
| Studies/Ordinance & Regulatory Changes: | | | |
| Open Space/Streetscape Plan | City (PCD, OED, DPW) | To be determined | 2 |
| Design Guidelines for Subareas | City (PCD) | To be determined | 2 |
| Improvement Programs: | | | |
| Facade restoration | City (PCD, OED), BAHA, Owners | To be determined | 3 |
| Structural restoration | City (PCD), BAHA, Owners | To be determined | 3 |
| 2. SOCIAL/CULTURAL | | | |
| Activities: | | | |
| Youth and business committee | City (PCD, HHS), merchants, BUSD | Minimal | 1 |
| Street fairs/Art Fairs | City (OED), merchants | To be determined | 1 |
| Live performances | City (HHS, OED), artists | To be determined | 1 |
| Social Services | City (HHS), artists | On-going | 1 |
| Police foot patrols | City (Public Safety) | \$93,000 additional | 2 |
| Visitor Information Center | City (OED, PCD), merchants | \$15-25,000 General Fund | 1 |
| Short-Range Improvements: | | | |
| Space clearing house | City (OED) | 1 FTE | 3 |
| Urban Trails Walk | City (DPW), BAHA, BHS | To be determined | 2 |
| Long-Range Improvements: | | | |
| Youth Center | City (HHS), BUSD | To be determined | 3 |
| Civic/Cultural Center Complex | City (PCD, HHS), Cultural Organizations | To be determined | 3 |
| Housing | | | |
| Zoning Changes | City (PCD) | Minimal | 1 |
| Rehabilitation, preservation | City (PCD), Owners | To be determined | 3 |
| Residential hotels | City (PCD) | To be determined | 3 |
| Mitigation fees | City (OED, PCD), developers | Minimal | 1 |

TABLE 8.1 CONT'D

| PROGRAM | LEAD RESPONSIBILITY | COST | PHASE |
|--|---------------------------------|--|-------|
| 3. ENVIRONMENTAL QUALITY | | | |
| Water Quality: | | | |
| Uncover Strawberry Creek | City (PCD, DPW), Owners | Study -up to \$50,000 Land acquisition \$7 million Construction to be determined | 3 |
| Energy: | | | |
| Lighting Ordinance | City (PCD) | | 2 |
| Solar Ordinance | City (PCD,OED) | 1 FTE | 2 |
| Title 24 Standards | City (PCD) | | 2 |
| Energy Conservation Publicity campaign | City (PCD,OED) | .5 FTE, Printing | 2 |
| Recycling program | City (DPW), merchants | .5 FTE | 2 |
| Fire: | | | |
| Fire Safety regulations | City (Fire Dept.) | In Dept's work program | 1 |
| Hazards, Toxics: | | | |
| Historical Survey | City (HHS-Environmental Health) | .5 FTE | 2 |
| Toxic disclosure, cleanup | City (HHS-Environmental Health) | 1 FTE | 2 |
| Open Space, Recreation: | | | |
| Street tree planting program | City (DPW) | \$50,000/street | 3 |
| Clean-up | City (DPW), merchants | On-going | 1 |
| Landscape maintenance | City (DPW) | On-going | 1 |
| Civic Center Park Plan | City (PCD, DPW), County, BUSD | Plan-\$100,000 Construction-To be determined | 3 |
| BART Plaza & Haven's Fountain short-term improvements | City (PCD, DPW), BART | Design & Construction-\$135,000 Construction -To be determined | 1 |
| BART Plaza Plan | City (PCD, DPW), BART | Plan-\$100,000 | 3 |
| Seismic Safety: | | | |
| Seismic Ordinance | City (PCD) | 1 FTE | 3 |

TABLE 8.1 CONT'D

| PROGRAM | LEAD RESPONSIBILITY | COST | PHASE |
|---|---|-----------------------------------|-------|
| 4. ECONOMIC DEVELOPMENT | | | |
| Promotion | City (OED), Businesses | Underway | 1 |
| Attract retail anchor | City (OED), Businesses | To be determined | 1 |
| Main Street Program | City (OED, PCD), DEA | Program Administration-\$ 202,500 | 1 |
| First Source hiring & Job Training | City (OED, HHS), Businesses | .5 FTE | 1 |
| Cost & impact mitigation | City (OED), Developers | Underway | 1 |
| 5. TRANSPORTATION AND CIRCULATION | | | |
| Ordinances: | | | |
| Transportation Systems Mgmt. | City (PCD), Businesses | In work program | 1 |
| Parking Management Plan | City (PCD, DPW), Businesses | In work program | 1 |
| Growth Management | City (PCD, DPW), UC | Permit review process | 1 |
| Transportation, parking regulations | City, (PCD) | In work program | 1 |
| Studies: | | | |
| Shattuck Sq. Redesign | City (DPW) | \$5,000 | 2 |
| Downtown Parking Garage Feasibility Study | City (Finance Dept.,PCD, DPW, OED) | In work program | 1 |
| Short-Range Projects: | | | |
| Bus shelters, benches | City (DPW), AC Transit | \$25,000 | 2 |
| Post bus schedules | City (DPW), AC Transit | \$ 6,000 | 1 |
| Bicycle parking | City (DPW, PCD)-TRiP, property owners | \$ 3,000 | 1 |
| Motorcycle parking | City (DPW) | \$ 2,500 | 1 |
| Car/vanpool parking | City (DPW, PCD), TRiP | Minimal | 1 |
| Increase meter enforcement | City (PUBLIC SAFETY) | Offset by revenues | 1 |
| Minor traffic improvements | City (DPW) | \$ 36,800 | 2 |
| Long-Range Projects: | | | |
| Construct parking facility | City (DPW, PCD, Finance), property owners | Construction - \$ 4.5 million | 3 |
| Satellite parking | City (PCD, DPW), UC | Construction - \$ 500,000 | 3 |
| Reconstruct Shattuck Square | City (DPW), Owners | \$ 345,000 | 3 |

TABLE 8.1 CONT'D

| PROGRAM | LEAD RESPONSIBILITY | COST | PHASE |
|------------------------------------|----------------------------|--|-------|
| 6. UNIVERSITY OF CALIFORNIA | | | |
| Social/Cultural: | | | |
| Museum | UC | To be determined | 3 |
| Information center, etc. | UC | To be determined | 3 |
| Schedule events Downtown | UC, Cultural Organizations | Minimal | 1 |
| Ground floor activities | UC | Minimal | 1 |
| Impact Management: | | | |
| Review Environmental documents | City (PCD) | Permit review process | 1 |
| Design Review | UC, City (PCD) | Design review process | 1 |
| State legislation | City, State (CM, PCD) | Lobbying process | 1 |
| Mitigation of growth impacts | UC, City (PCD) | To be determined in mitigation ordinance | 1 |
| Housing: | | | |
| New Construction | UC | To be determined | 1 |
| 7. LAND USE | | | |
| Zoning Amendments | City (PCD) | In work program | 1 |
| PHASING | | | |

1. Short-range. City agencies or private organizations can initiate within one or two years. Within current budgets.
2. Intermediate-range. Requires prior action and may require shifts in work programs/budgets; can be completed up to five years.
3. Long-range. Requires major new funding source; beyond five years.

Table 8.2 BERKELEY DOWNTOWN PLAN - FIVE YEAR CAPITAL IMPROVEMENTS

| PROGRAMS | FUNDING | COST |
|---|---|--------------------|
| 1. Environmental Quality, Open Space and Recreation | | |
| a. Street Tree Planting, Streetscape Improvements | General Fund, Benefit Assessment District | \$ 50,000 / street |
| b. Pedestrian Level Night Lighting, Paving | Benefit Assessment District | To be determined |
| c. Plan for Redesign of Civic Center Area | Grants, Benefit Assessment District | \$ 100,000 |
| d. Plan for Redesign of BART Plaza Area | General Fund, Grants, Benefit Assessment District | \$ 100,000 |
| e. Short Term Improvements to BART Plaza Area and Havens Fountain Area | In Budget for FY '90-'91 | \$ 135,000 |
| 2. Circulation and Transportation | | |
| a. Bus Shelters and Benches | AC Transit, Bus Shelter Program | \$ 0 |
| b. Post Route Maps and Schedules | AC Transit | \$ 6,000 |
| c. Bicycle Parking | Transportation Development Act Article 3 | \$ 3,000 |
| d. Minor Traffic Improvements | Project Mitigation Money, Public Works Budget | \$ 36,800 |
| 3. University of California | | |
| a. Museum | UC | To be determined |
| b. Satellite Parking | UC | To be determined |

Note: Elements not included contain no capital improvements in this time frame.

Table 8.3 BERKELEY DOWNTOWN PLAN - LONG RANGE CAPITAL IMPROVEMENTS

| PROGRAMS | FUNDING | COST |
|--|---|------------------------------------|
| 1. Social Cultural | | |
| a. Youth Center | General Fund, School District | To be determined |
| b. Cultural Center in Civic Center | General Fund, Grants | To be determined |
| 2. Environmental Quality, Open Space and Recreation | | |
| a. Strawberry Creek Project | Grants, Benefit Assessment District | To be determined by studies |
| b. Redesign of Civic Center Area | Grants, Benefit Assessment District | To be determined by Redesign Study |
| c. Redesign of BART Plaza | Grants, Benefit Assessment District | To be determined by Redesign Study |
| 3. Circulation and Transportation | | |
| a. Parking Facility | Benefit Assessment District, Private Sector or Parking Bonds | \$ 4,500,000 |
| b. Satellite Parking | Joint City/U.C. Projects, Grants, Benefits Assessment District | \$ 500,000 |
| c. Redesign of Shattuck Ave., University to Center | Traffic Systems Management Program Funds; General Fund | \$ 345,000 |

Note: Elements not included contain no capital improvements in this time frame.

established a Youth Center in the Downtown. A funding commitment from the University of California would be required for the proposed Museum, Information Center and Ticket Office.

Some programs will require investments by property owners, with support by the City. These include facade and structural restoration of historic buildings, and any required seismic strengthening for Downtown buildings.

If newly built or remodeled housing Downtown is to contain low and moderate-income units, subsidies will be required. Downtown development costs do not make below market units feasible without such subsidies. Retaining the residential hotels Downtown, for their present predominantly low-income residents, while improving the building to meet earthquake safety standards, will require substantial public support, including possibly City acquisition.

Environmental Impact Mitigation Monitoring

An Environmental Impact Report was prepared on the Draft Downtown Plan. There were no significant mitigation measures identified at that time. Some suggested changes to the plan and non-significant mitigations were made and all of these have been addressed and included in the final Plan; there are no mitigation measures that have not been addressed.

The Planning Commission as charged by State law, will be regularly reviewing the Downtown Plan for any necessary updates. During the regular review process, the Commission will review the programs to insure that the necessary programs adopted to accomplish the Plan goals are implemented and monitored.

A number of the individual programs outlined in the Downtown Plan contain monitoring requirements. These are summarized in Table 8.4, and include three programs in the Circulation and Transportation Element; the growth management program, the TSM ordinance and program, and the parking management plan. All three contain monitoring requirements as integral elements of the program, and all will have a beneficial effect on the air quality in the region, as well as the level of congestion in the Downtown.

Other programs in the Plan will involve monitoring in the future to insure the success of the strategy. These include the program for hazardous material disclosure and clean up, and that of seismic hazard identification and correction, both in the Environmental Quality, Open Space and Recreation Element. The requirements in the Economic Element will need to be monitored to insure the adequate mitigation of impact costs. The City of Berkeley, through the Downtown Plan, is making a clear commitment to improve the Downtown area, and will insure, through frequent monitoring and review, that the goals and objectives of the Plan are met.

Table 8.4 BERKELEY DOWNTOWN PLAN: **MONITORING PROGRAMS**

| PROGRAM | REPORTING SYSTEM | PERFORMANCE STANDARDS | TIMING | RESPON. CITY DEPT./ OFFICAL | FUNDING |
|-----------------------------------|---|-----------------------------|--|--------------------------------|--|
| 1. Growth Control | <i>Traffic Model</i> •Traffic Counts; Mid-block & nine intersections | •LOS of D or better | •Ongoing •Mid-blk every 2 yrs; Intersections every 5 | PCD,DPW | •In Work Program •\$7,500 Annualized cost |
| | • <i>Floor Space Inventory by use</i> | | • On-going | | •General Fund |
| 2. TSM Ordinance | <i>Employer Surveys</i> | •Reduce SOV trips to 40% | • On-going | PCD, DPW | •General Fund \$30,000 (1 FTE) |
| 3. Parking Mngt Plan | <i>Monitor & Survey</i> •Monitor plan compo- nents | •Reduce SOV trips to 40% | • On-going | PCD, DPW | •see above |
| | •Survey parking needs & program effectiveness | | • Annual | | •\$4,000 |
| 4. Hazardous Materials | •Monitor # of car/ vanpool formations, participants | •Reduce SOV trips to 40% | • On-going | Berkeley TRiP | •TRiP Staff Time |
| | <i>Disclosure Report & Clean-up regulations</i> •For new development & existing | •To be determined | • On-going • At time of property sales | EHD | •General Fund •Permit Fees |

Table 8.4 Cont'd BERKELEY DOWNTOWN PLAN: **MONITORING PROGRAMS** (CONT'D)

| PROGRAM | REPORTING SYSTEM | PERFORMANCE STANDARDS | TIMING | RESPON. CITY DEPT./ OFFICAL | FUNDING |
|------------------------------------|---|---|--|--------------------------------|---|
| 5. Seismic Safety Ordinance | <i>Identification & Correction Timetable</i> •By building categories (3) | •Correct all identified seismic hazards | • To be determined | PCD, Codes & Inspection | • General Fund • Fed. Train Prgms • Grants •Services Charges |
| 6. Economic Development | <i>First Source Hiring Program</i> •For new development | •Hiring considerations for Berkeley residents | • During construction & building occupancy | OED | •General Fund •Developer Fees |
| | <i>Fiscal Analysis</i> •For new development | •Mitigate development impact | • Project Review • Environ. Review | PCD | • General Fund • Permit Fees |

APPENDICES

APPENDIX A

ADDITIONAL DEVELOPMENT CONDITIONS FOR DOWNTOWN PROJECTS

The following additional conditions will be applied to all new construction or renovation projects in the Downtown area, whether a Use Permit is required or not:

1. Emissions

In order to decrease emissions during the demolition and construction process, the following steps shall be required as part of the project sequencing and subject to review and approval of the City's Environmental Officer:

A. Dust Emissions

- Abatement of emissions through scheduling demolition on low wind speed days and the wetting of materials as needed before removal and during the construction period.
- Construction managers are to minimize emissions during the construction period. This can include watering the site at the beginning and end of each day, washing trucks prior to leaving the site, increasing the watering of the site when the wind speed exceeds 15 MPH, and other requirements as may be determined.

B. Asbestos

- All buildings scheduled for demolition or extensive renovation shall be inspected and certified as being free of asbestos containing materials (ACM's). The contractor will certify to the City of Berkeley that the building is free from ACM's prior to the issuance of a demolition permit.
- If ACM's are discovered the demolition or renovation, all activity on the

site will be discontinued until proper removal and disposal techniques, utilizing qualified personnel, have been verified by the City of Berkeley Codes and Inspection Division.

- Any removal or disposal of ACM's will comply with all appropriate State guidelines for proper handling and disposal of such materials.

2. Hazardous Materials

A. Application

- Each application for a demolition permit and/or for new construction shall include an excavation and construction plan that outlines the time frames associated with each phase of the project, and an estimation of emissions of toxic air pollutants with an accompanying assessment of health risks. These plans will be routed to the Environmental Review Officer for review and approval prior to the issuance of any permits.

B. Investigation

- As part of the required submittals for either a building permit or a demolition permit, the contractor or project manager shall submit a detailed study investigating the specific historic uses of the site to assist in determining if any site contamination may exist.

Site contamination shall be defined as being any indication of previous land uses that may have stored toxins or potentially hazardous chemicals on the site or that may have used such chemicals in the day-to-day activities of the previous owner of business.

C. Inspection

- A City of Berkeley inspector shall examine all sites requiring excavation to determine if any visible signs of soil or ground contamination has been uncovered. If contamination is apparent or suspected, the contractor or

project manager shall insure that the contaminated materials are properly handled and disposed of.

3. Soil Stockpiles

- Soils stockpiled during excavation and/or construction shall be protected from surrounding properties and the elements by berming and by covering the storage piles to prevent the soil and other fillmaterials from being washed or blown into the City's storm drains.

4. Public Safety

A. *Application*

- Any application for new construction or renovation shall be distributed to the Police Department's Crime Prevention Officer for review and comment on the safety aspects of the proposed design and development.

B. *Design for Safety*

- Proposals for substantial renovation, in excess of 15,000 square feet, or for new construction, shall include a plan for increased security for entrances, exits, windows, and other building entrances. Where feasible, the design of new structures and renovation of all sizes should be developed so as to promote the safety of pedestrians, shop occupants and owners.

C. *Fire Proptection*

- As part of any submittal for new construction or renovation, project managers shall include adequate plans and materials addressing internal sprinklering and smoke detection systems, on site water supply (as required by State Law), as well as an evacuation plan.

5. Water Conservation Measures

- Water conserving features, such as conserving irrigation systems, landscaping materials, toilets and appliances, shall be provided in all new construction and renovation.

6. Seismic Safety

A. New Construction and Rehabilitation of Non-Historic Structures

- All projects shall be designed to withstand the effects of seismic ground shaking and settlement. Design of new structures shall incorporate the seismic requirements of the Uniform Building Code in effect at the time, and any recommendations of the City's Engineering Division of the Department of Public Works.

B. Preservation, Restoration or Moving of Designated Historic Structures

- Structures designated as landmarks by the City's Landmark Preservation Commission shall comply with the seismic safety provision of the State Historical Building Code, (State of California, Title 24, Building Standards).

7. Construction and Traffic Noise

A. General Noise Abatement Requirements

- Construction equipment should be kept as far as possible from sensitive receptors.
- Acoustical shielding (temporary walls and noise barriers) should be provided around high noise producing equipment.
- Construction equipment should be monitored and inspected at periodic intervals to insure that the equipment is properly maintained and equipped with manufacturer's standard noise abatement devices, such as mufflers and engine covers.

- Effective acoustical mitigation measures such as walls with high sound transmission loss, double glazed windows and acoustic doors, should be incorporated into individual projects, for new buildings planned for construction in areas with high ambient noise levels.
- Non-noise sensitive areas, such as parking should be located nearest to noise sources.
- Noise sensitive rooms should be located away from noise sources.
- Windows that are oriented towards the noise source should be of minimum size.
- Traffic lights should be synchronized to improve vehicular flow and reduce unnecessary stop-and-go traffic.
- Acoustical noise reports should be submitted with applications for building permits, for sites having a CNEL greater than 60 dB.
- Detailed acoustical mitigation measures for each development should be evaluated when detailed plans are prepared.

APPENDIX B

THE PLANNING PROCESS

The Planning Process followed for the Development of the Downtown Plan is based upon that outlined in the Citizen Participation Element of the 1977 Master Plan for the City of Berkeley. This process is one that emphasizes extensive citizen participation coupled with periodic review by the Planning Commission.

The Planning Commission, which has the lead responsibility for the Downtown Plan, selected organizations that were invited to send representatives to the area plan committee. This group of volunteers served as a link between staff and the Commission, and also served to advise the Planning Commission on the Downtown Plan. The Committee was chaired by a Planning Commissioner and represented the neighborhoods surrounding Downtown, and the many other interests that will be affected by the Plan. A detailed listing of the participants can be found in Appendix C, but the group was very diverse, representing such interests as the neighborhoods, the Chamber of Commerce, the Board of Realtors, Berkeley Architectural Heritage, the University of California and its students, Urban Ecology, Downtown Merchants, AC Transit, and various City Boards and Commissions.

The Committee met regularly and provided for a free exchange of ideas and concerns and a high degree of citizen participation in the process. In addition, four community forums provided the opportunity for a wider segment of the public to participate in the preparation of the Plan. The Downtown area is of concern to a wide segment of the community and the process attempted, whenever possible, to include as many views as possible.

After a period of data collection, the staff and members of the committee reviewed the major conditions and trends affecting the Downtown, summarized in the Phase I Report, published by the Planning Division and available from the Planning Division Offices. The committee then began to define the goals and policies for the Downtown. The committee held its first Community forum in April, 1985, where citizens expressed what they liked and did not like about the Downtown and stated concerns about what should, and should not, be changed through the Plan. These

comments were then incorporated into the work on the goals and policies. The full committee and various subcommittees then met numerous times to rework and refine the goal and policy statements in concept, into the goals, objectives and policies included in this draft plan. The goals reflect a vision of future Downtown Berkeley and how it should work for its many users.

During the development of the goals and policies it became apparent that there was a great deal of agreement about certain major points concerning land use, design, the functions and needs for Downtown, which became the "Common Framework for Downtown". A second public forum was held in March of 1986, where this common framework was discussed, and it received a very positive response from those participating.

Building upon this common framework, staff and the committee prepared three development scenarios, or future possibilities for Downtown. These scenarios did not present specific development proposals, but represented possible levels and kinds of development for testing purposes. Because the future of the Downtown is closely tied to circulation conditions and constraints, a transportation consultant, Cambridge Systematics, used multi-level computer modelling to evaluate the existing conditions and to test the traffic and transportation impacts of the scenarios. Staff performed other analyses, the summaries of which were presented in the Phase 2 Report. This extensive information was then used to develop a revised scenario, also outlined in the Phase 2 Report, which was a recommended framework for the Plan itself. This material was again presented for comment and discussion at a Community forum held in September 1986.

Subsequent to this forum, staff and the committee began developing the Downtown Plan Working Document, the beginning of a draft plan. The Working Document began to outline programs related to the individual goals and policies within each of the elements of the eventual plan. This document was presented at a Community Forum in October, 1987. After several weeks of discussion with the Planning Commission it became apparent that the additional decisions needed to be made to solidify both the vision for the future and to eliminate the various options for testing that had continued to be reflected in the documents and to outline definitive priorities for future land use in the Downtown. In December, 1987 the Planning

Commission voted to endorse height limits of three to five stories for the Downtown, with heights in the core of five to seven stories in some instances. They voted to endorse retail uses as a first priority for the area, with housing as a second priority, and requested that the final draft plan reflect these decisions. A draft plan was developed in accordance with the Planning Commission vote. This draft plan was an appropriate vision of Downtown Berkeley's future and a realistic, achievable opportunity for the City. The draft Plan was released in February, 1988 and had extensive review at the Planning Commission level.

After release of the Draft Downtown Plan to the public, the Planning Commission continued refining the height limits proposed in the Downtown, the bonus schemes to promote desired uses, and the parking requirements. These refinements were both in response to issues raised during the environmental review process and to comments raised during the review period by members of the public and Planning Commissioners.

An important step in the process was the preparation of an Environmental Impact Report, developed by an outside consultant, Mundie and Associates in conjunction with Barton-Aschman Associates and Engineering-Science. As the final step in the process, the Planning Commission and the City Council certified the EIR as adequate and adopted a final Downtown Plan, amended in response to the findings of the EIR. The Downtown Plan is an amendment to the City of Berkeley Master Plan.

APPENDIX C

LIST OF COMMITTEE MEMBERS

| | |
|---------------------------------|---------------------------------------|
| <i>Carollee Peterson, Chair</i> | Planning Commission |
| <i>Pat Devaney</i> | Planning Commission |
| <i>Ken Stein</i> | Landmarks Commission |
| <i>Dave Davis</i> | Board of Adjustments |
| <i>James W. Bradley</i> | Transportation Commission |
| <i>Robert Sicular</i> | Board of Realtors |
| <i>Dorothy Walker</i> | U.C. Berkeley |
| <i>Irving Rubin</i> | Downtown Business Association |
| <i>Eli Cukierman</i> | Downtown Business Owner |
| <i>Chris Liemans</i> | ASUC Municipal Lobby |
| <i>Neil Dunlop</i> | Milvia-King Alliance |
| <i>Doralee White</i> | Downtown Merchant |
| <i>Jeff Leiter</i> | Chamber of Commerce |
| <i>Robert Feinbaum</i> | LeConte Neighborhood Assoc. |
| <i>Linda Maio</i> | North Berkeley Neighborhood |
| <i>Thelette Bennett</i> | Berkeley High School |
| <i>Jim Novosel</i> | Berkeley Design Advocates |
| <i>Fran Violich</i> | Downtown Planning Study Group |
| <i>Marilyn Ziebarth</i> | Flatlands Neighborhood Assoc. |
| <i>Elyce Judith</i> | Urban Ecology |
| <i>Gail Murray</i> | Berkeley TRiP |
| <i>Peter Tannen</i> | AC Transit |
| <i>Arlene Silk</i> | Berkeley Architectural Heritage Ass'n |
| <i>Clifford Fred</i> | At Large |
| <i>Rob Olshansky</i> | At Large |
| <i>JoAnn Price</i> | At Large |
| <i>Rivka Sigal</i> | At Large |

Former Members

| | |
|----------------------------|---------------------------|
| <i>Fred Collignon</i> | Planning Commission |
| <i>Eric Parfrey</i> | Planning Commission |
| <i>Alan Goldfarb</i> | Planning Commission |
| <i>Denise Pinkston</i> | Planning Commission |
| <i>Andrew Youngmeister</i> | Landmarks Commission |
| <i>Joe Hansen</i> | Landmarks Commission |
| <i>Chuck Siegel</i> | Transportation Commission |
| <i>Hale Zukas</i> | Transportation Commission |
| <i>Laurie Berezin</i> | ASUC Municipal Lobby |
| <i>Kath Campbell</i> | ASUC Municipal Lobby |
| <i>Marie Anderson</i> | Downtown Merchant |
| <i>Sara Essrow</i> | Downtown Resident |
| <i>Ron Kilcoyne</i> | AC Transit |
| <i>Sue Stropes</i> | AC Transit |
| <i>Stephen Swanson</i> | At Large |
| <i>David Snippen</i> | At Large |

Staff

Gil Kelley, Planning Admin.
Ruth Grimes, Sr. Planner (Project Manager)
Norma Hennessey, Graphic Designer
Neil Mayer, Office of Econ.Dev.
Elaine Caldwell, Superv. Clerk

Former Staff

Marjorie Macris, Planning Admin.
Judy Chess, Assoc. Planner
Angela Kucherenko, Analyst, Office of Econ. Dev.
Sylvia Toth, Transportation Planner

APPENDIX D

LIST OF BACKGROUND MATERIAL

The following background material and documents are available for review at the Planning Division, Planning and Community Development Department, Second Floor, 2180 Milvia Street, Berkeley.

Downtown Plan: Phase 1 Report, City of Berkeley Planning Department, June, 1986.

Downtown Plan: Phase 2 Report-A Framework for the Berkeley Downtown Plan, City of Berkeley Planning Department, September, 1986.

Downtown Plan: Phase 3 Report, Working Document, City of Berkeley Planning Department, September, 1987.

Analysis of Downtown Berkeley Office, Retail and Housing Market, Lynn Sedway and Associates, August, 1985.

Berkeley Downtown Transportation Study, Cambridge Systematics, Inc.:

1. Conditions Assessment and Strategies, August, 1986.
2. Assessment of Land Use Scenarios and Transportation Strategies, April, 1987.
3. Transportation Program and Implementation Plan, April 1987.

Downtown Plan Working Document-Economic Information, City of Berkeley Office of Economic Development and Planning and Community Development Department, September, 1987.

Working Paper Number 1: City of Berkeley Downtown Business Locational Factors Survey Report, City of Berkeley Office of Economic Development, November, 1987

Downtown Berkeley Land Use Survey, City of Berkeley Planning Department, February, 1985.

Survey of Business Licenses in Berkeley's Downtown, City of Berkeley Planning Department, March 1985.

Berkeley Master Plan, City of Berkeley Planning Department, 1977.

Focused EIR on the Proposed Courtney Project, Wagstaff and Brady, March, 1986.

Berkeley Waterfront Environmental Impact Report, Larry Seeman Associates, October, 1986.

The Berkeley TRiP Project: Final Report, 1982.

Report of the Downtown Planning Study Group, Spring, 1985.

West Side Study, University of California, Berkeley, Consultant Recommendations, Sedway Cooke, 1983 and Appendix A: Comparison of Transportation Options, PRC Voorhees

Staff Reports to the Planning Commission on Recent Reclassifications of the C-2 District.

Staff Reports and Interim Regulations for the C-2 District, Berkeley Zoning Ordinance.

Staff Report to the Downtown Plan Committee on Residential Hotels in Downtown Berkeley, 1984.

Draft Environmental Impact Report on the Berkeley Downtown Plan, Mundie & Associates, April 1989.

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